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ABSTRACT

The 1990 Plan is a comprehensive planning guide for the local governments of the City of Eugene, City of Springfield and Lane County, Oregon. The Metro Area General Plan is of significance and concern to the school districts of Eugene, Bethel and Springfield. A conflict of authority is created by mandating that control of major public investments be both planned and coordinated on a metropolitan wide basis. The actual control over major public investments does not reside in one authority, therefore the statutory right of the school board to locate schools is abrogated. Reported findings in the public utilities, services and facilities section are unsubstantiated in fact, and do not make a clear distinction between elementary schools and community. Without clear district policy on the provision of neighborhood schools, the question of whether the plan can mandate a policy to the school district based on citizen perceptions of past practice arises. The school district should find it possible to resolve these concerns without resorting to legal solutions. (DWH)

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METRO AREA GENERAL PLAN

THE SCHOOL DISTRICT'S ANALYSIS

Prepared For:

Eugene School District 4J
Bethel School District 52
Springfield School District 19

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METRO AREA GENERAL PLAN
SCHOOL DISTRICT 4J's ANALYSIS

The purpose of this report is to comment on the Draft Metro Area General Plan. These comments are intended for use by the METRO staff, local government and the Eugene 4J, Bethel, and Springfield School Districts.

Background: Description of the Current Situation

The 1990 Plan

The 1990 Plan is one of the most significant documents for the Eugene-Springfield area. This document serves as a comprehensive planning guide for all three local governments: the City of Eugene, the City of Springfield, and Lane County. It summarizes all of the policy-setting statements by the city and county governments with regard to land use in the metropolitan area. This document guides the implementation of ordinances and the interpretation of those ordinances for all annexations, zone changes, housing developments, subdivisions, etc. It is part of each local government's application to the Land Conservation and Development Commission (LCDC) for approval of their compliance with LCDC's statewide goals.

The original 1990 Plan was developed and adopted in 1972. It consisted of statements of goals and recommendations and accompanying illustrations to guide the development of the metropolitan area. The plan goals, objectives, and recommendations were statements of policies and procedures. They set down the broad criteria used to locate the general categories of land use, public facilities of metropolitan-wide importance, and transportation in the plan diagram. The plan diagram is a graphic representation of the goal and recommendation statements applied to land use needs (the then present and future) for the Eugene-Springfield metropolitan area. These two major components, the text containing goal, objectives, recommendations, and the plan diagram, comprised the original 1990 Plan.

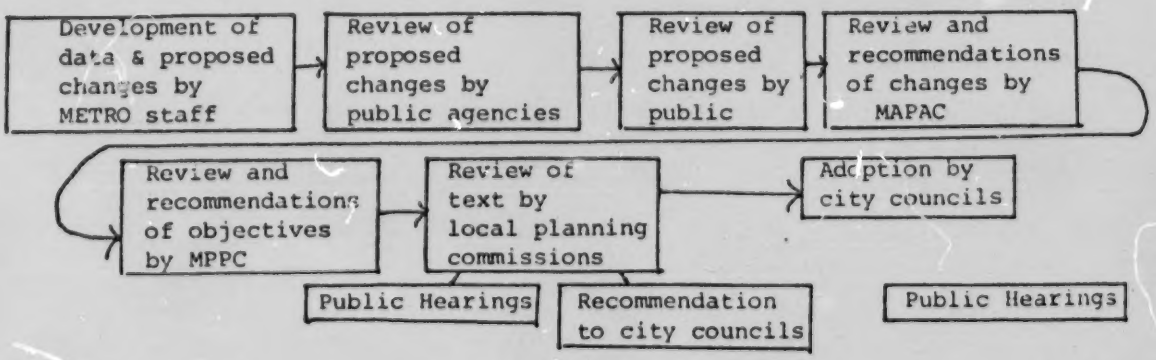
The first plan was never intended to be a static document, and thus it contained provisions for review and changes to be made. Each local government is committed to review the plan annually. The plan itself must be re-evaluated at least every five years including the development of a new base of information and statistical data, testing of projections and assumptions, changes of concepts, goals and recommendations, and public hearings on the changes. The first five-year update is now in progress. The update began in 1977 and is projected to be completed in 1980.

The Update Process

The update is being coordinated by the Lane Council of Governments with a planning team lead by Mr. Gary Chenkin. The team is composed of planners whose time is drafted by each of the planning departments of the three local governmental agencies. The group has set up activities and a review process. This process is represented in Figure 1. It shows the activities and the various groups involved. The work on the plan is being conducted in two parts, work on the goals and recommendation statements and work on the plan diagram. Each part is going through the review process in Figure 1 separately.

Figure 1

Review Process and Groups Involved For Metropolitan Plan


Development of data & proposed changes by METRO staff
Review of proposed changes by public agencies
Review of proposed changes by public
Review and recommendations of changes by MAPAC
Review and recommendations of objectives by MPPC
Review of text by local planning commissions
Adoption by city councils
Public Hearings
Recommendation to city councils
Public Hearings

The Review Process

Figure 1 shows the activities and groups which review the two portions of the plan. The METRO staff are responsible for developing data and recommending proposed changes to the original 1990 Plan. The proposed changes are then reviewed by the various public agencies, including public schools. The proposed changes are then released to the general public for comment. Following the provision of opportunities for comment to the general public, a citizen's advisory committee, MAPAC (Metropolitan Area Planning Advisory Committee), reviews all comments received from public agencies and the general public and makes recommendations for changes to the Metropolitan Plan Policy Committee (MPPC). MPPC is a representative group from all three local governments (City of Eugene, City of Springfield, and Lane County). This group then reviews the changes recommended by MAPAC and the comments received and makes changes in the recommendation generated by the METRO staff. At this point, the completed revision is sent to the three local governments for their review, comment and formal approval. Each local government will have its planning commisssion review the revised 1990 Plan, hold public hearings and make recommendations to its governing boards. The governing boards (City Councils and County Commissioners) will also participate in public hearings prior to formal adoption of the revised 1990 Plan. When each local government formally adopts the Plan, it will be sent to LCDC for approval. Each local government must, according to state law, also apply to LCDC for approval of its compliance with the law. The revised 1990 Plan will be a major portion of each local government's application.

Progress Through the Review Process

As stated previously, the 1990 Plan contained two major portions, a listing of the specific goals, objectives and recommendations which are used to guide

the development of the metropolitan area, and a metropolitan area plan diagram which is a projection of the applications of the specific goals and objectives to land use projections. For ease of understanding, in this report we will refer to the listing of the specific goals, objectives and recommendations as the Draft Plan Text and the metropolitan area land-use diagram as the Draft Plan Diagram.

Currently, both portions of the Plan have been reviewed by the public, including the school districts and had those comments reviewed by MAPAC and MPPC. This resulted in one alternative being chosen from among the three presented to the public last spring. This alternative is now the Draft Plan and is being reviewed by the local planning commissions. The school district's comments on the draft, this report, will be included in that report.

The School District

School District 4J has been experiencing declining enrollments on a district-wide basis since the late 1960's. Paradoxically, the total population of Eugene has continued to grow. Although the district has experienced overall decline in enrollments, schools in newer neighborhoods are operating well above capacity while schools in the older neighborhoods nearer the center of the city are operating well below capacity. It is clear that residential development (especially of the low density type near the fringe) generates children and places pressures on peripheral schools. A recent survey by School District 4J reveals than an average of one school-age child is produced for each single family unit built. At the same time, it is difficult to justify the building of new schools in these areas, given declining enrollments on a district-wide basis. Furthermore, 4J faces fiscal difficulties. Revenues for additional facilities are generally obtained by means of the passage of a school bond levy.

Giving the prevailing "anti-taxation" atmosphere, there is considerable uncertainty regarding the availability of funds for facility expansion. Consequently, 4J's board of directors has adopted a number of policies for providing services to pupils in areas where neighborhood schools are full. One such measure is the busing of children to schools in older neighborhoods where space is available. In this way the district makes full use of existing facilities. Constraints on this method of providing school services take the form of transportation costs. As the distances traveled and extent of busing increase, it is likely that a point will be reached when it is less costly to build a new school than to continue busing pupils to distant central city schools. The process is not static and neighborhood schools filled to capacity at present may experience declining enrollments in 10-15 years' time. As the city expands, it is likely that the distances that pupils will have to be bused to central city schools will increase to the point where such busing is no longer feasible. This may have major implications for the schools in the older neighborhoods which may be rendered economically unfeasible because of low enrollments.

Most of the above discussion holds true for the Bethel and Springfield Districts also. Bethel, however, does not have declining overall enrollments. Because of redevelopment and infilling, Bethel has enrollment growth in almost all school attendance areas. Springfield, like 4J, has lost students throughout the entire district but also faces expanding growth in peripheral areas where schools are few and already over capacity while more centrally located schools have shrinking enrollments. In this light, we believe that a high density, compact growth form which allocates growth in <u>equal proportions</u> to most parts of the metro area is the form that, in the long run, will be most beneficial to the school districts. Furthermore, a higher density compact growth form makes the provision of public school transportation more feasible. Firstly, it reduces the distance traveled and the number of collection points necessary. Secondly,

it reduces the total number of children who have to be bused by locating more of them within one mile of elementary schools (at present all pupils living more than one mile from an elementary school are eligible for bus transportation).

While the districts favor a compact growth form which distributes growth evenly, there are some parts of the metro area in which growth would be more beneficial than in other areas. These are the areas which are located near existing school facilities where much space is available. Given these objectives, the following criteria were used to assess the impact of the Draft Plan on the provision of school services. They are:

1) An even distribution of growth throughout the metro area,
2) Within that distribution, the location of growth in proximity to existing facilities, especially those with low enrollments,
3) Minimizing busing of students.

The Draft Plan

Before beginning this assessment, it is necessary to note the limitations of this analysis. The Draft Plan has provided the acreage and number of dwelling units anticipated from the development of the proposed residential areas without any attempt to describe how this development will be phased over time. From this data, it is possible to calculate the total number of children likely to be generated by the total and simultaneous development of these lands. However, development does occur over time and it is the rate of residential development which will determine the impact upon school enrollments. The lack of phasing in the Plan makes it impossible to quantifiably assess the impact of the residential land use allocations upon the existing school facilities.

Growth Impact by District

To calculate a growth indicator we used our current multipliers to determine the total number of children likely to appear given the Draft Plan. These

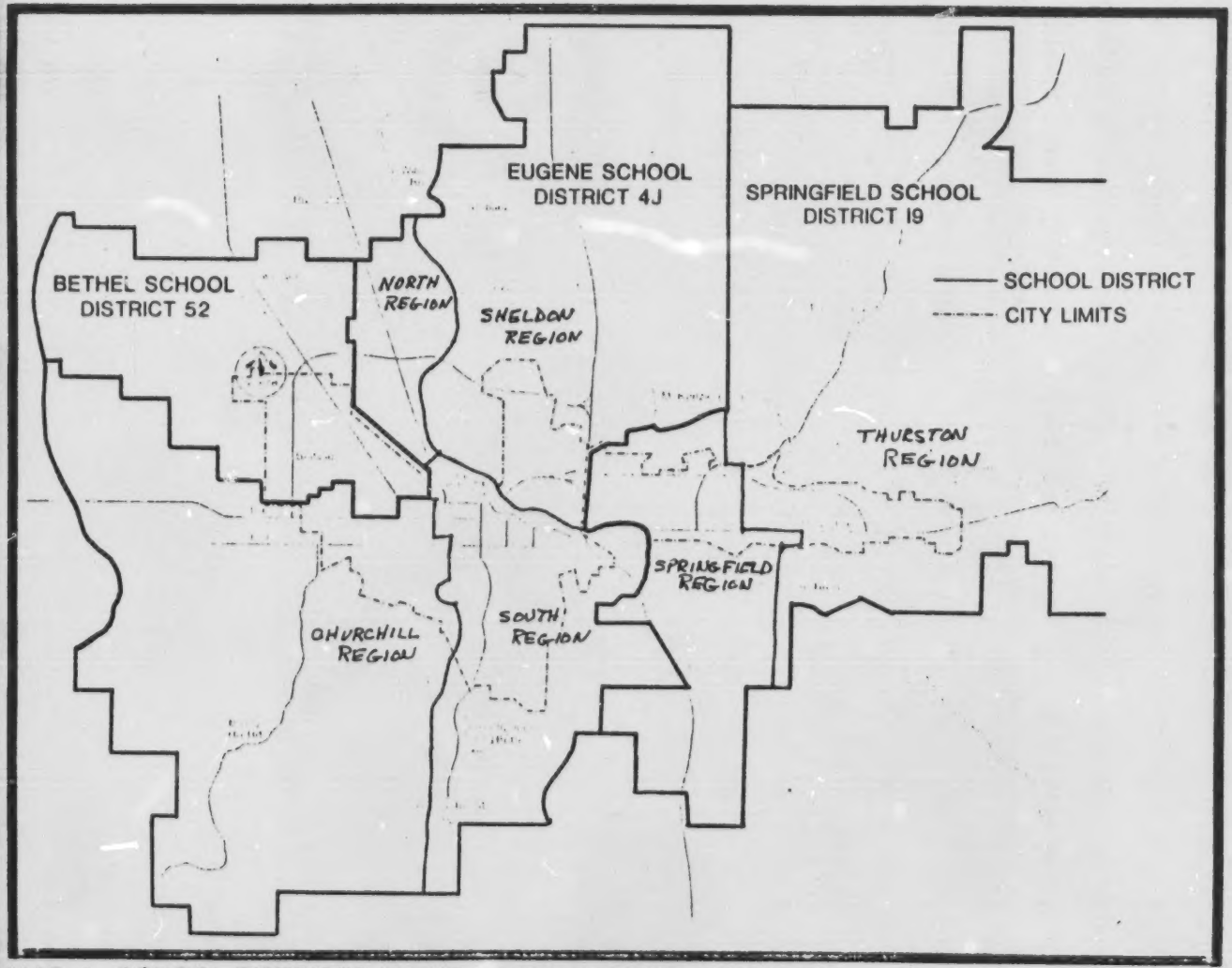
multipliers are based on the 1978 Lane County Housing Survey and reflect differences between single-family and multi-family housing and between Eugene, Bethel, and Springfield households. There are some problems with using these multipliers as the differences noted above will probably change over the next few years. In addition, these multipliers reflect existing housing while we are examining the effects of new housing generated in this Draft Plan. Because of the high degree of uncertainty in the housing market at this time, it is impossible to refine these further. Therefore, the total projected number of children, here designated as "growth" for each region and district, is compared as a percentage of the total "growth."

Map 1 shows the boundaries and schools of 4J, Bethel and Springfield Districts and the high school regions. Table 2 indicates current (1979-80) enrollment by district and region as a percent of the total and the distribution of growth.

Table 2

Percent of Enrollment and Percent of Growth
By School District

District/Region	78-79 percent Enrollment In Metro Area	Percent of Growth In Metro Area By District	Percent of Growth In District By Region
Eugene 4J	57	48	100
North	15	6	12
Churchill	15	11	23
South	15	14	29
Sheldon	12	17	35
Springfield	31	31	100
Springfield	19	8	24
Thurston	12	23	76
Bethel	12	22	100
Bethel	12	22	100



MAP 1 SCHOOL DISTRICTS IN THE EUGENE-SPRINGFIELD AREA

This provides an indicator for assessment of Objective 1, "an even distribution of growth throughout the metro area." Comparing current enrollments with expected growth indicates a great deal of change can be expected in the distribution of school-age children in the future. Thurston and Bethel will experience a much larger percentage of the metro area's total growth than current enrollments would justify. Obviously, their boundaries include those portions of the metro area which are most easily built upon and might be expected to develop. However, current enrollment figures also represent a large investment by the school districts, and the community, in facilities and services in those areas. Shifting these is not easy. It involves a great deal of expense in both monetary and social costs. A Draft Plan which emphasized growth in areas currently serviced would alleviate much of this.

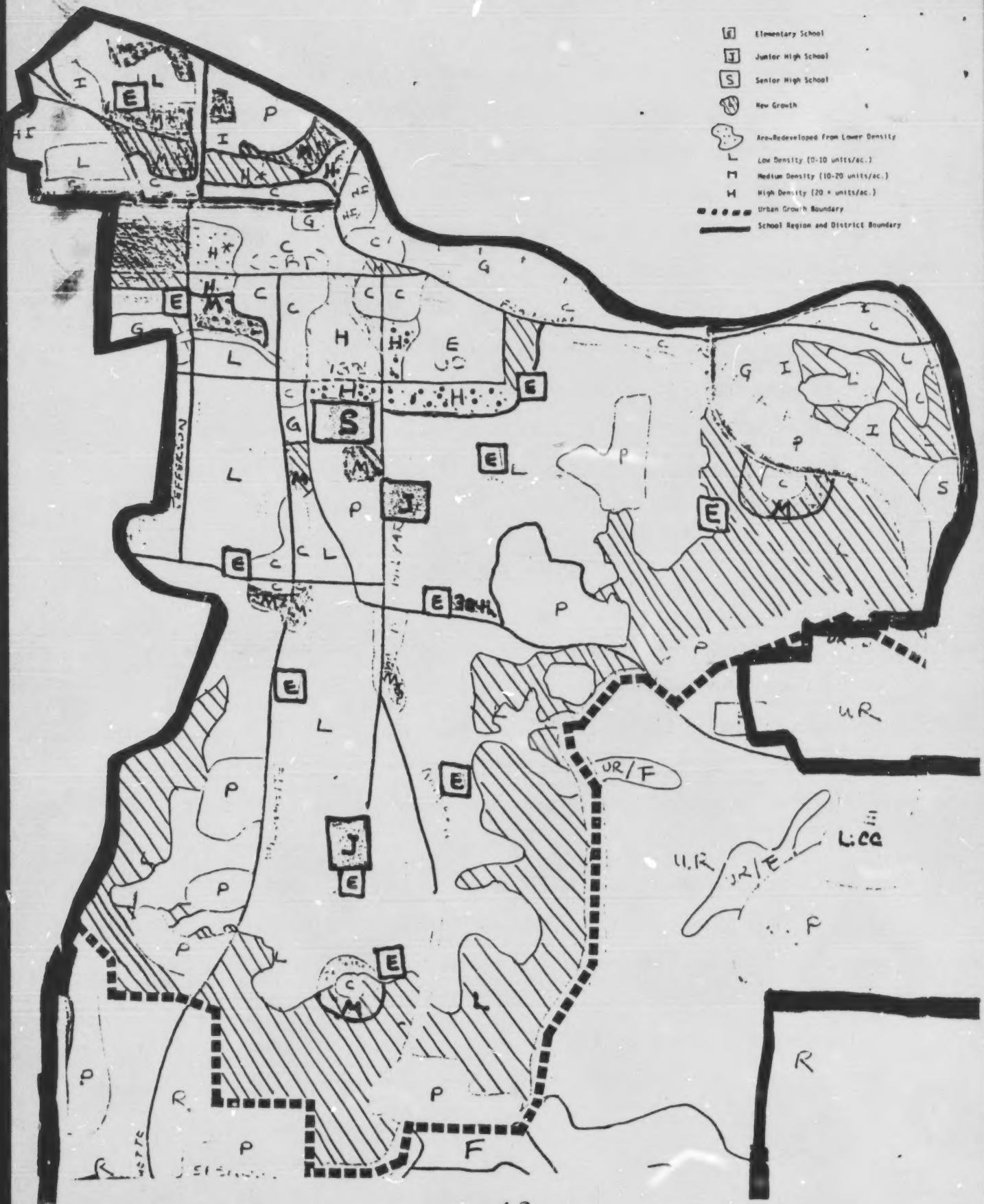
Growth Impacts by Region

School District 4J

South Region: This area encompasses the central downtown area, the University and environs and the South Hills (Map 2). Downtown, Laurel Hill and the South Hills will all receive a large amount of growth with varying impacts.

Downtown: The Draft Plan calls for the introduction of greater residential densities in the central city neighborhoods and the redevelopment and addition of 2,400 multi-family units within one mile of the central business districts. Multi-family units characteristically do not attract families with school-age children. Given the projected expansion of commercial, financial, and cultural amenities in the downtown area, the higher density multi-family units are more likely to attract adults rather than young families. As a result, enrollments in the schools located near the downtown area could decline even further from their present low levels. While the district has no intention of closing neighborhood schools, conversion of the downtown area may reduce enrollments to the point where it is not economically viable to operate these schools.

Map 2
South Region



While multi-family units have characteristically not attracted families with children, the recent increase in interest rates and energy prices may reverse this. Ed Whitelaw of ECO Ltd., economic consultant to Eugene, has predicted greatly increased demand by young families for multi-family housing near the city center. In such a case, the proposed redevelopment will have a beneficial impact upon the central schools given their current low enrollments.

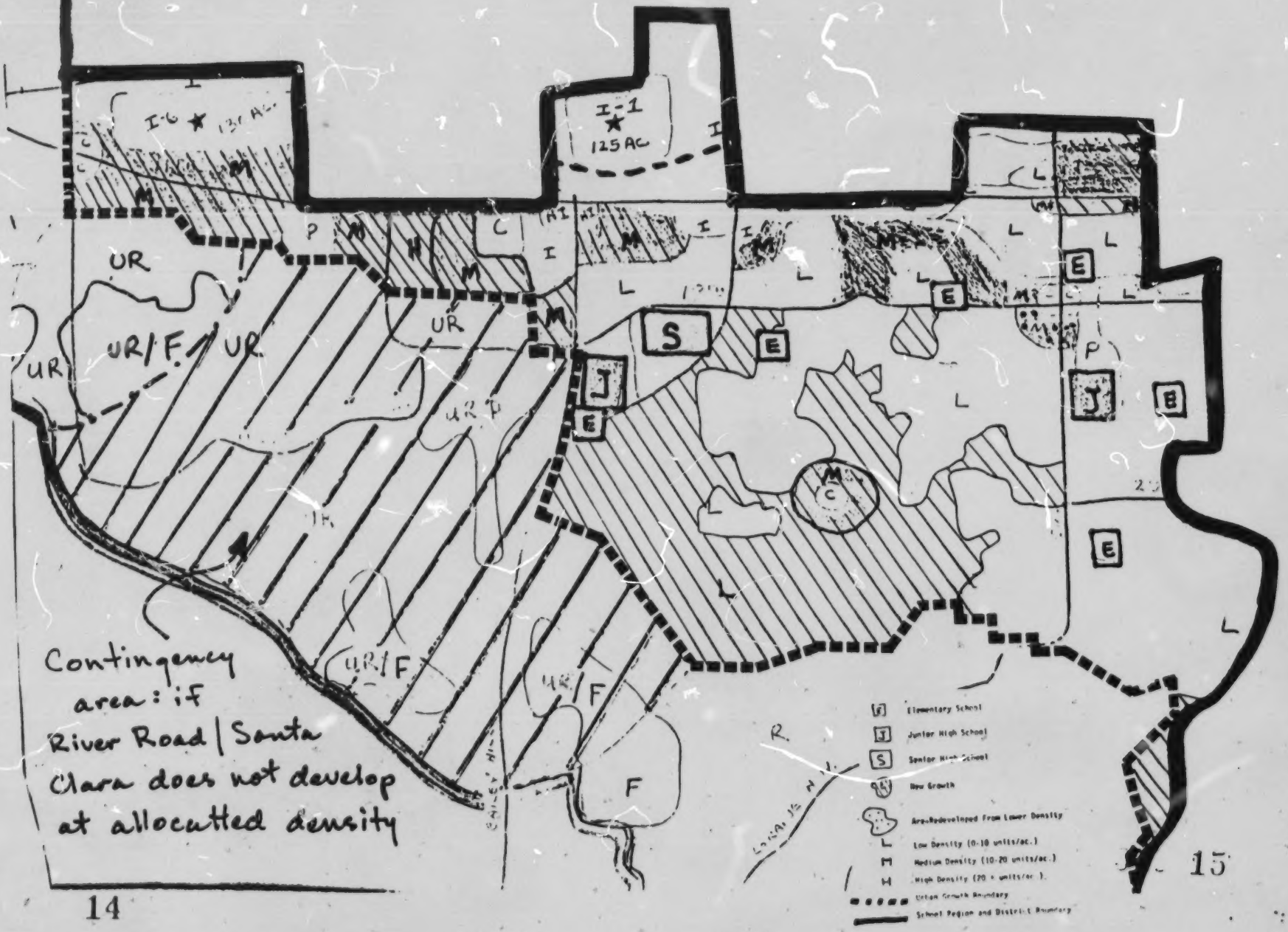
The two scenarios expressed above offer widely different impacts for District 4J. The latter situation, where families begin moving back into the city, is preferable. For this to occur, Eugene must encourage the formation in this area of an environment which is conducive to raising children. Restricted auto and truck access, variable densities and safe play space are some examples of measures which the city could implement.

Laurel Hill: Extensive low density residential development (2,097 single-family units) is targeted for the Laurel Hill area. Laurel Hill has the capacity to accommodate additional students, but only if this growth is phased in over time. Phasing in development substantially reduces the impact upon the school by allowing students to pass through the school systems and relinquish their space to new students. Unregulated development of the Laurel Hill area will overburden the school, necessitating busing of students.

South Hills: The low density residential land allocated to the South Hills should not adversely impact the schools in that area. Previous developments in the South Hills have been constructed in small increments and additional students were easily accommodated in existing schools.

Churchill Region: This region is made up of a mix of older urban neighborhoods, recent suburban developments and rural lands. Bailey Hill and West 11th will both receive a great deal of growth under the Draft Plan (Map 3). In addition, the Willow Creek Contingency Area is located here.

Map 3
Churchill Region



Bailey Hill: The Metro Draft Plan allocates a considerable amount of low density development to the area bounded by Chambers, Bailey Hill and 18th Avenue to 35th Avenue. Approximately 4,000 single family units are targeted for this area. In addition, the proposed residential lands are not located in close proximity to existing schools and the nearest ones are already filled to program capacity due to development occuring on the urban fringe. Proper phasing of this growth is essential. Unfortunately, this may represent one of the two areas in Eugene where relatively lower cost, detached single-family homes can be built. Demand for these may be very high, notwithstanding current interest rates. The school district must monitor this area carefully and expect cooperation from the city in phasing growth.

West 11th: An extensive amount of medium and high density residential land is allocated on West 11th Avenue. Development of this land will produce approximately 4,000 multi-family units. As noted previously, it is difficult to project the number of school-age children who may be housed in multi-family housing, due to changes in the prime lending rate and mortgage market. However, even the lowest estimates (based on a multiplier factor of .3 for multi-family), project that total development of these units could generate over 1,000 school-age children. There are no schools located within walking distance of this area. Elementary, junior high and high school students would all be bused. In addition, the nearest junior high is filled beyond program capacity, necessitating busing of these students even further. As this area is developed, the city of Eugene should implement measures which encourage non-family households to locate here. The alternatives are school construction or busing. New school construction is hampered presently by the problems involved in passing a bond issue. Busing extracts a large social and economic cost from both students and the school district.

Willow Creek: The Willow Creek area has been designated for residential development in the event that the River Road/Santa Clara area does not become annexed. Annexation would provide sewer system facilities, thereby lifting the current building moratorium and allowing the area to receive a share of the metro area growth. If this does not occur, Willow Creek will receive the expected growth. This will place an unnecessary, additional burden on the school in the Churchill Region, already at capacity in many cases. The Draft Plan indicates that this situation will be reviewed during the next update, in five years. If the River Road area has not been annexed or has not been developed at the proposed densities, Willow Creek will be open for construction. Given the present load on schools in that area and the proposed developments at West 11th and Bailey Hill, this is unacceptable.

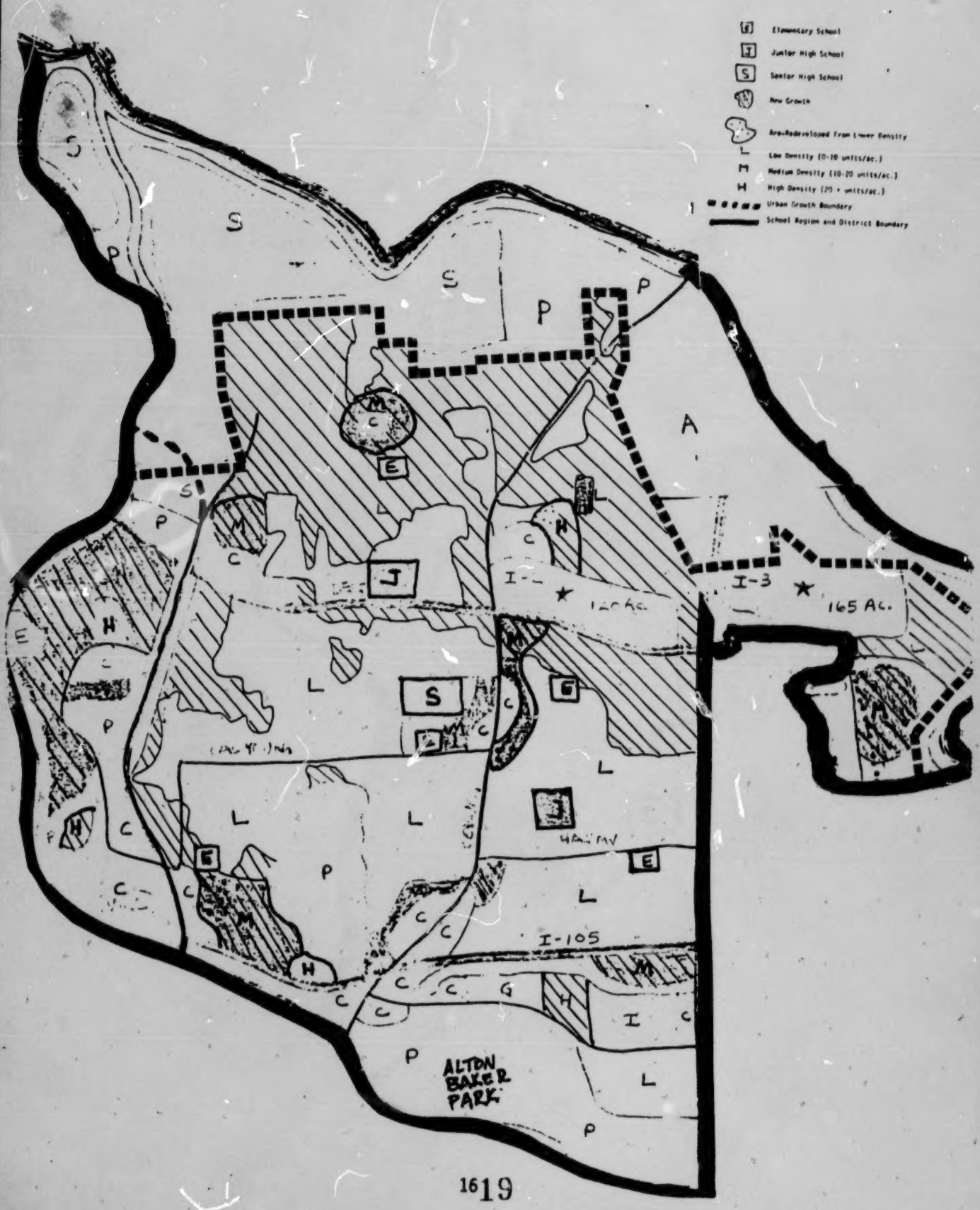
North Region: This region encompasses the River Road/Santa Clara area, part of Lane County (Map 4). Schools here are operating below capacity with declining enrollments anticipated due to the lack of new development. The additional students generated by the land-use allocations of the Draft Plan would have a beneficial impact upon local schools.

Sheldon Region: Sheldon does not contain a share of Eugene's central urban neighborhoods; its position "across the river" has delayed development until recently. In several cases, this led to rapid residential construction on large parcels, causing school enrollments in the area to expand abruptly. Goodpasture Island and the undeveloped land north of Beltline Road represent two locales with a potential for duplicating this situation (Map 5).

Goodpasture Island: The Draft Plan estimates that over 5,000 units of medium-to-high density housing will eventually be built on the Island. As indicated, it is difficult to estimate the number of children generated by this type

Map 4
North Region

Map 5
Shelton Region



of housing. Given the number of units though, it is likely there will be a substantial number of children involved, perhaps 1,000-2,000 students over time.

The school district was faced with this possibility when the first development proposals for the area were advanced in 1978. At that time, given the high cost of acquiring a site and building in the flood plain, 4J's school board elected to bus any students from Goodpasture. In part, this was due to the absence of any clearly defined alternatives besides busing and passing a bond measure, an unlikely possibility at the time.

Unless this situation changes, students from Goodpasture will be bused. Existing, nearby schools are already experiencing increased enrollments due to other developments. This may necessitate busing Goodpasture Island children considerable distances to schools with lower program capacities.

Beltline North: Most of the undeveloped land located north of Beltline Road and west of I-5 has been designated as low density residential land. According to the Metro Draft Plan estimates, approximately 4,000 single-family units will eventually be constructed in this area. The Gilham Elementary School will be able to accommodate a portion of this growth, however, the actual impact and the amount that the school will be able to bear is largely dependent upon the rate and specific location of development in the area. If extensive development occurs in this area, and if other schools within the district are filled to capacity, the school district may choose to develop the school site which is located north of Beltline Road, between Coburg and I-5. Because of site constraints, though, this would be a small school. Like the Bailey Hill area, this locale needs to be monitored closely by the district to ensure proper phasing. Otherwise, rapid development, coupled with the growth on Goodpasture Island, could severely impact schools in this region.

Summary of Impacts Upon 4J Schools

To briefly summarize, this review has identified several residential land use allocations made in the Metro Draft Plan diagram which may have an adverse impact upon the provision of school services. The major disadvantage and limitation to this analysis was the absence of a timeline to indicate the rate at which development is likely to occur. The phasing of residential development will substantially reduce the impact upon local schools by introducing additional students in increments rather than en masse. This phasing allows the local schools to accommodate a greater percentage of new growth. As the children age and move through the school system, they leave and children from developed areas take their place. In addition, phasing of development provides the school district some advance notice of where to anticipate increased enrollment facilities. As noted in the regional analysis, several of the residential land use allocations in the Metro Draft Plan diagram are likely to have a major impact upon the future provision of school services.

1) The redevelopment of the downtown area and the introduction of 2,400 multi-family units. The increased residential densities will undoubtedly have a large impact upon the neighborhoods schools. However, it is difficult to assess the exact nature or extent of this change upon the schools.
2) The extensive allocation of medium and high density residential land on West 11th Avenue. There are no schools within walking distance nor adequate school facilities within a close busing distance. Providing school

services to this area would require extensive busing of students or the construction of a new school, neither of which are attractive options to the school district.

3) The large proportion of low density residential land designated within the Churchill Region. The nearly 4,000 single family units anticipated in the Bailey Hill area will overwhelm the existing schools in the vicinity. In addition, much of the proposed residential land is not within walking distance of the existing school facilities, thus necessitating busing of students from those areas.

4) The residential development of Goodpasture Island will produce enough children to fill an entire school, yet there are no schools or school sites currently located in that area. Busing of students is anticipated.

5) The designation of the Willow Creek Basin as the contingency area for growth in River Road/Santa Clara. Development of this basin, when added to expected residential construction along West 11th and around Bailey Hill will overload local schools' program capacities.

6) The magnitude of the low density residential land designated for the area north of Beltline and west of I-5. The impact of residential development upon schools in this area will be greatly influenced by the rate and specific location of development. The absence of a phasing element suggests that growth may not be guided or occur in an orderly fashion. The schools within this area do not have sufficient capacity to accommodate all of the projected growth.

Recommendations

4J should seek amendments to the Draft Plan which will:

-develop a time line or phasing element to guide timing and location of growth in residential construction.

-develop a capital improvements plan for the Metro area to coordinate the extension of services, such as school services to newly developing residential areas.

-eliminate Willow Creek as the contingency area and instead substitute an overall increase in growth throughout the Metro Area.

-encourage the development of the River Road/Santa Clara area.

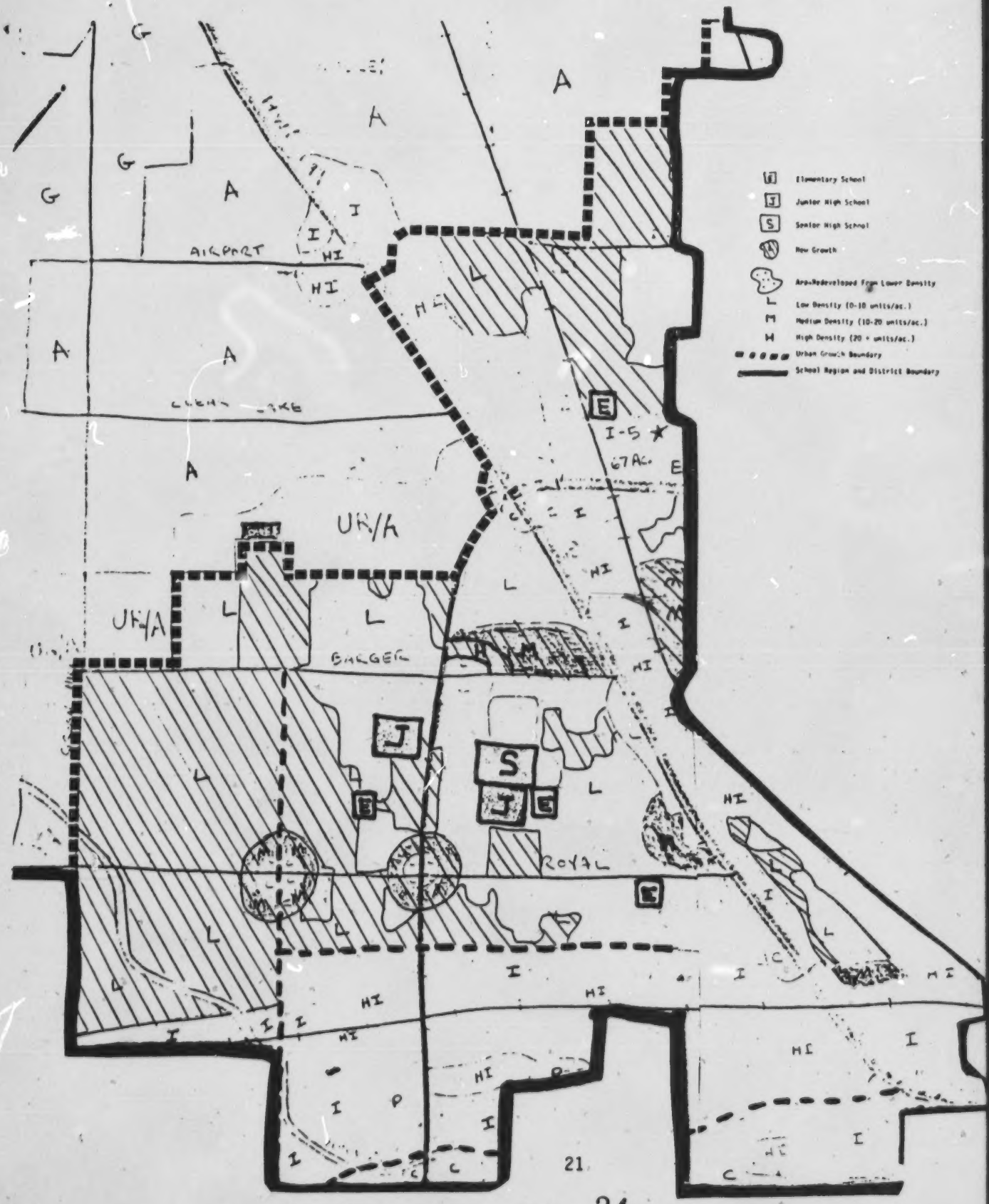
-encourage the development of an environment in redeveloped, downtown Eugene conducive to raising children.

-encourage a flexible response from schools in response to growth. This could include adoption by local government of land/fee dedication ordinances or other alternatives.

Bethel School District

Residential development in Bethel has occured in waves, often in response to high housing prices in Eugene. The lower-cost homes in Bethel have been an attractive alternative to many young families in the Metro area. This trend is continuing and has produced a situation where, on the average, a dwelling unit in Bethel contains more children than a unit in the rest of Eugene. For new housing the difference is even greater. A new single-family house in Eugene will generate 1.32 children, one in Bethel 1.67 children. These are the current multipliers. Given the uncertainty of the housing market, it is difficult to predict how these will change. It is obvious, however, that a large portion of

Map 6
Bethel District



the single-family residential growth in the Metro area has been apportioned to Bethel (Map 6). This will effect the district in two areas, West Bethel and River Road/Santa Clara.

West Bethel: The spatial expansion west of the present urbanized lands will almost double the size of Bethel. According to the Draft Plan this will entail about 400 multi-family units and 7,000 single-family units. As indicated in Table 1, Bethel's share of the Metro Area's enrollment should rise from 12% to 22%. The relatively small population in the district will, under present conditions, bear the costs of this growth. It seems unlikely that any phasing plan would allow Bethel to accommodate the new students within the current facilities. Although this would alleviate the impact considerably, the amount and type of growth targeted for this area indicates that some new schools will be necessary. As this growth, and its costs, are a result of the growth projected for the Metro Area as a whole, the costs should be apportioned between the school district population, the new residential population and the entire Metro Area population in some manner.

River Road/Santa Clara: Eugene 4J and Bethel School Districts share educational responsibilities in this area. Much of the new growth here, about 400 multi-family units and over 2,000 single-family units, will occur in Bethel's jurisdiction. With some expansion, Irving School should be able to accommodate this growth over time if a proper phasing plan is followed. If Santa Clara is not developed, however, enrollments at Irving will probably decline, necessitating more expansion of their attendance area.

Summary of Impacts on Bethel Schools

Two major areas of concern for Bethel are West Bethel and the Santa Clara area. The expansion in West Bethel will necessitate some new school construction. The costs of this construction will be borne by a relatively small population base. Development in Santa Clara can be timed so as to benefit Irving School. If this area does not develop at urban residential densities enrollments will probably decline over time.

Recommendations:

Bethel District should seek amendments to the Draft Plan which will:

-develop a phasing element as part of the Plan to guide the timing of growth in the area.

-encourage a more flexible response in allocating the costs of growth among new homeowners, the Bethel School District population and the Metro Area population.

-encourage the development of Santa Clara at urban residential densities.

-transfer some of the growth allocated to Bethel to other parts of the Metro Area, such as the LCC Basin.

Springfield School District

Like Bethel, homes in Springfield are relatively low-cost and attractive to young families. New growth in Springfield, then, has a significant impact on the school district. Much of this new growth has occurred in the Thurston area. Recently, the school district shifted the boundaries between the two high school regions, Springfield and Thurston, to try and achieve a more equitable distribution of students. The old boundary, splitting the city in two along 28th, was moved eastward to shift students from Thurston to Springfield Region.

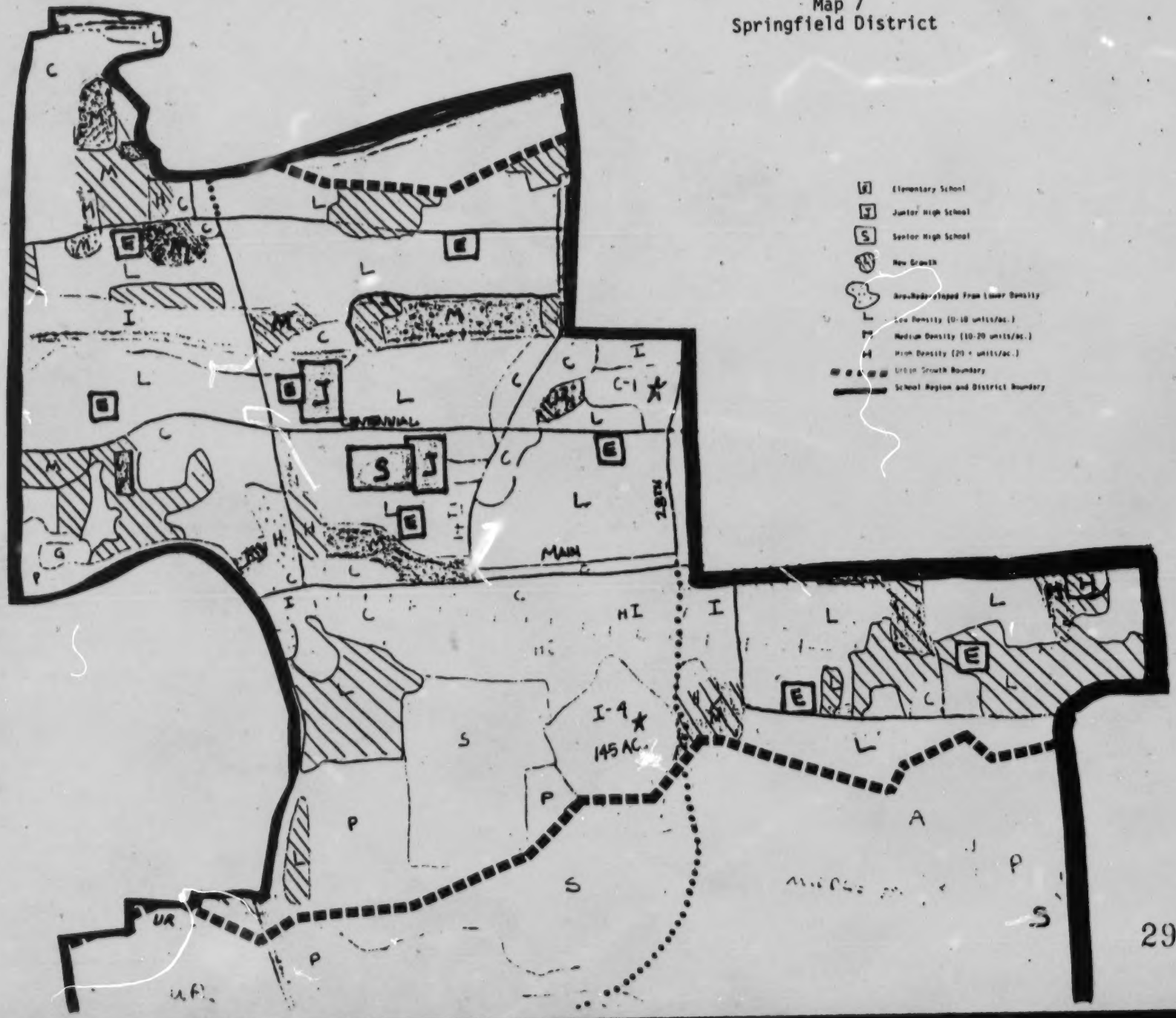
Springfield Region: Schools in this region are generally operating below capacity. Like 4J, center-city schools' enrollments have fallen fairly steadily over the past few years. Housing allocations for this region under the Draft Plan indicate that this trend will continue, unless massive busing, boundary changes or school closures are attempted.

The total growth in the region will be slightly over 2,600 single-family units and 2,250 multi-family units. These are spread out around the periphery for the most part (Map 7). Additional children from these new developments will have a beneficial impact. It is likely that greater residential allocations could be made for this area without adversely effecting schools.

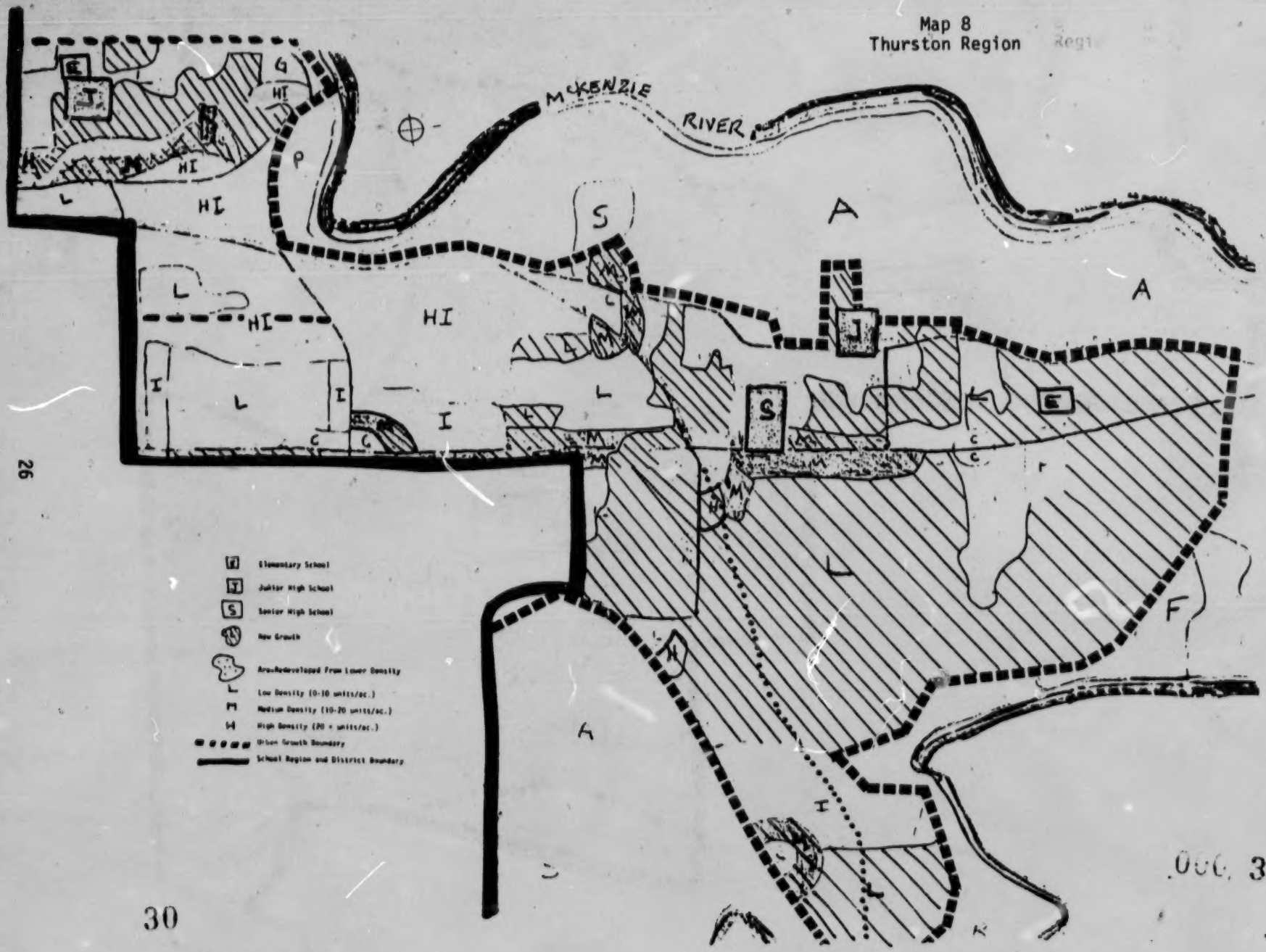
Thurston Region: A tremendous amount of growth has been slated for Thurston, about 8,800 single-family homes and 5,000 multi-family units (Map 8). As Table 1 shows, this should increase Thurston's share of the total Metro Area enrollments from 12% to 23%. The Stubblefield area, south of Main between 57th and 67th, will receive much of that. As part of this growth, over 1,700 units are projected even further south, along Jasper Road. This is about 3-4 miles from the nearest school. Existing facilities in the area are already over-utilized. Given these conditions, Springfield Citizen's Redistricting Advisory Committee found that growth until 1984 might be accommodated at existing elementary schools if extensive busing and boundary relocations are assumed. Junior and senior highs would be over-capacity by 1983-84.

Summary of Impact on Springfield Schools

The amount and type of growth allocated for the Thurston Region will significantly impact schools in that area. If these units were developed immediately, there would be over 8,000 new children (0-18 years), of which about 2,700 would be new elementary students. Of course, these will not be developed immediately.


Map 7
Springfield District
Elementary School
Junior High School
Senior High School
New Growth
Area Redesignated From Lower Density
Low Density (0-10 units/ac.)
Medium Density (10-20 units/ac.)
High Density (20 + units/ac.)
Urban Growth Boundary
School Region and District Boundary
CENTENNIAL
MAIN
29TH
I-4
145 AC.
C-1
28
29
25

Map 8
Thurston Region



But, comparing this growth to that projected for the Springfield Region or central Eugene, it is obvious that the Draft Plan is allocating children to the Metro Area's outer peripheries. For Thurston and Springfield School Districts, this will mean choosing between expensive, long-distance busing or building new, expensive schools to serve the new neighborhoods.

Recommendations:

Springfield School District should seek amendments to the Draft Plan which will:

-transfer some of the growth allocated to Thurston Region to areas serviceable by Springfield Region, such as the LCC Basin.

-develop a phasing element or capital improvements plan as part of the Draft Plan to guide the timing of growth.

-encourage more flexible means of distributing the costs of growth throughout the District and Metro Area.

-encourage development of areas and housing types in Springfield Region which will be attractive to young families, such as garden apartments.

Conclusion of School Districts Analysis

1. The Draft Plan does not provide for an even or equitable distribution of growth, as represented by numbers of school children. Instead, areas such as Bethel, Thurston and Churchill, which are already over-enrolled, will bear the brunt of development.
2. The Draft Plan does not provide for the location of growth in proximity to existing facilities. For each district, this will mean choosing between costly long-distance busing or constructing new, expensive schools to serve new neighborhoods while older schools face declining enrollments.

Recommendations:

Bethel, Springfield and Eugene 4J School Districts should seek amendments to the Metro Area Draft Plan which will:

-Develop a phasing element and capital improvements plan to guide the timing and location of residential growth. Areas such as Laurel Hill, Beltline North in Sheldon and Bailey Hill in District 4J have been allocated a significant amount of growth. If large portions of these areas are developed rapidly, it will overload the local schools and precipitate a hasty decision between massive busing and new school construction. However, local schools could accommodate most of the growth slated for these areas if it is phased in over time. This would represent a considerable savings of school and community funds. In addition, in areas where the amount of growth will probably necessitate some new school facilities, such as Thurston and West Bethel, phasing would allow planning and consideration of alternative construction and financing measures as the districts would not be "under the gun" of mushrooming school enrollments and over-crowded classrooms. Phasing would greatly reduce the impact of growth on schools by bringing new students in as a steady flow rather than en masse. This would allow local schools to accommodate a greater percentage of new growth with less of a burden on the students, their parents and the school districts.

-Eliminate Willow Creek as the contingency area and reduce the amount of growth allocated for Bethel and Thurston. Although some development in these areas is a logical extension of infrastructure and past building trends, the allocations under the Draft Plan will seriously impact on the school district's ability to provide a quality education for every child.

Instead, the growth channeled from those areas should be allocated to the Lane Community College (LCC) Basin. Housing in the LCC Basin would be served by central city schools in Eugene and Springfield and the Goshen School, all of which are under-utilized presently. Obviously, if present building trends in this area were continued, the LCC area wold be developed only with large, costly single-family homes which are not a substitute for a lower-cost home in Bethel or Springfield. This area could be developed in townhouses, condominiums or other attached housing. These types of homes have proven attractive to young families in many other areas of the United States. As pointed out earlier, a large demand is projectd for this type of housing near the city center by young families. LCC Basin is much closer to Eugene's central business district than Thurston or West Bethel.

-In short, development of the LCC Basin as an area conducive to raising children would save several neighborhood schools from closure, avoid costly new school construction in peripheral areas, reduce energy costs in busing and commuting and reduce spatial expansion onto agricultural lands.

-These comments will apply to the proposed Eugene downtown redevelopment also. If we continue, through planning and economic measures to encourage young families to locate in sprawling, single-family subdivisions at the city's periphery we can continue to look forward to inefficient and inequitable provision of school services. This also entails urban sprawl, loss of neighborhood identities, political conflict over that loss and the reduction of Eugene to a commercial district and suburbs. As an alternative, we can work to bring people, including children, back into the city.

We can encourage redevelopment of downtown to include room for families. Obviously, property values for downtown have gone up since the original homes were built. This means redevelopment will occur at higher densities. This does not have to mean tower apartments and one-bedroom units, but could mean garden apartments, townhouses, reduced traffic areas, pocket parks, etc. Housing in downtown, the LCC Basin, and River Road/Santa Clara could be planned to alleviate some of the Metro Area's problems. Continued housing development on the periphery will only contribute to them.

-Encourage the development of River Road and Santa Clara to full urban densities as a means of fairly distributing growth. This area is projected to continue losing enrollment unless new housing is initiated. As schools here lose enrollment, school district funding from the State, which is based on enrollment, also drops. However, the school facility and services must be maintained for the remaining students. This means that revenue generated by enrollments in other areas or taxes must be used to support these schools. Under these conditions, the school district's financial means are stretched to the limit. If new housing is then developed in areas where no school facilities exist, the district must then consider closing older, under-utilized schools to help pay for new shcool services. This is the situation District 4J and Springfield District face. As pointed out in a previous recommendaiton, the obvious recourse is to encourage new development to take place near those under-utilized schools. The River Road/Santa Clara area has schools well below program capacity. It could also be developed at much higher densities than currently found. If this area is not developed, the schools will continue to lose enrollment with the indicated results and the allocated growth may be given to the Willow Creek contingency area. As noted previously, this is unacceptable to District 4J because of the extreme burden this will place on the limited school services in that area.

GUIDE TO THE TEXT OF THE METRO PLAN UPDATE

January 1980

Eugene School District 4J
Research, Development
and Evaluation
Planning Department
200 North Monroe Street
Eugene, Oregon 97402
(503) 687-3316

Written By:

Rose Hesse-Wallace
Planning Specialist

SCHOOL DISTRICT 4J EUGENE PUBLIC SCHOOLS

200 North Monroe Eugene, Oregon 97402

January 30, 1980

MEMORANDUM

TO: L. T. Dorland

FROM: Rose Hesse-Wallace
Planning Specialist

RE: Guide To the Text of the Metro Plan Update

At the conclusion of our briefing on the Draft Metro Area Plan, you requested that I prepare an analysis of the textual material in the Plan. The attached report fulfills this request. The report is in a "guide" format. Comments are made about those portions of the text which are relevant to the school district.

Additional copies of this report are being printed and should be available in a few days. Please let me know if you would like additional copies for distribution.

RHW/lah

Attachment

GUIDE TO THE TEXT OF THE METRO PLAN UPDATE

The purpose of this report is to provide a guide to the reader of the Metro Plan Update Draft. It is an analysis of those policies which specifically impact on the school district, and provides a commentary on the significance of the plan text. For the most part, the plan text supports the immediate and long range needs of the school district. The plan diagram is analysed in another document. However, upon occasion, the text presents problems with which the school district will have to deal. The analysis of the diagram presents recommendations for amending the plan. This analysis presents relatively few such recommendations, but each is summarized at the end of this report.

This guide follows the structure of the plan draft document, and thus, the reader should refer to that document frequently. The document contains four chapters, an introduction, the fundamental principles of the plan, the specific elements and procedures for plan review, amendment and refinement. This report follows the general format of first introducing each chapter and then making comments on the applicable statements in the plan text. The portion of the plan referred to is presented on the left page with the relevant portion highlighted. Comments appear on the right page.

Chapter I

Introduction

These eight pages contain the basic information with which to understand the rest of the document. It is of particular import to note that the Oregon Revised Statutes which established the need for comprehensive plans to be developed does specifically state that all special districts are legally bound by the contents of such plans, and sets up a process by which a special district can appeal the plan to the Statewide Land Conservation and Development Commission. In order to retain that right, special districts are required to sign a statement of agreement with the county. School District 4J, as a special district, has signed such an agreement with L-COG, the legally appointed body for Lane County.

Glossary: The glossary includes terms used in the Plan that might otherwise be unclear or misinterpreted.

D. Use of the Plan

The Metropolitan Area General Plan is a policy document intended to provide the three jurisdictions and other agencies and districts with a coordinated guide for change over a long period of time. The major components of this policy document are: the written text which includes findings, goals, objectives and recommended policies; the Plan diagram and other supporting materials.

A goal is a broad statement of philosophy that describes the hopes of the people of the community for the future of the community. A goal may never be completely attainable but is used as a point to strive for.

An objective is an attainable target that the community attempts to reach in striving to meet a goal. An objective may also be considered as an intermediate point that will help fulfill the overall goal.

A recommended policy is a statement adopted as part of the Plan to provide a consistent course of action, moving the community towards attainment of its goals.

The Plan diagram is a graphic depiction of (1) the broad allocation of projected land use needs in the metropolitan area, and (2) goals, objectives and recommended policies embodied in the text of the Plan. Some of the information shown on the diagram includes land use categories, urban growth boundaries, major transportation corridors and Willamette River Greenway boundaries.

The revised goals, objectives and recommended policies contained in this Plan are not presented in any particular order of importance. The respective jurisdictions recognize that there are apparent conflicts and inconsistencies between and among some goals, objectives and recommended policies. When making decisions based on the Plan, not all of the goals, objectives and recommended policies can be met to the same degree in every instance. Use of the Plan requires a "balancing" of its various components on a case-by-case basis as well as selection of those goals, objectives and recommended policies most pertinent to the issue at hand.

In addition, it is important to recognize that the written text of the Plan takes precedence over the Plan diagram where apparent

Comments

In this section, the terms "goal," objective," "plan diagram," and recommended policy," are defined. Each of the goals, objectives and recommended policies become legally binding on the various jurisdictions involved. Thus, the remainder of analysis in this report attempts to explain to the school district which of the goals, objectives and recommended policies will become binding on the school district and how they can affect the school district.

From this inventory, review and analysis, working papers were developed which describe the relevant issues and factors concerning each subject, and from these analyses, findings were drawn.*

These findings, in turn, formed an important share of the basis for updating the goals, objectives and recommendations of each of the 1990 General Plan elements. In addition, several new or expanded elements were developed from working papers, partly to comply with LCDC Goals.

The technical supplement, a product of the working papers and the various reports prepared during the update of the Plan diagram, is available under separate cover. It was written for use by those who wish more information on the technical aspects of the Plan and its preparation. It can also be of assistance for in-depth analysis of metropolitan planning issues.

I. General Findings and Assumptions

Unlike findings associated with a single specific element or section of the Plan, the following general findings and assumptions relate to the entire Plan. They are listed in the Introduction because of their general application.

General Assumptions

1. A substantial population increase from the 1977 level of approximately 184,300 to a projected 293,700 by 2000 is expected if current trends continue.

2. Based on recent trends, the rate of population growth and the rate of in-migration are projected to decrease.

3. In addition to population growth, increasing household formation rates (i.e., decreasing average household size) will increase the demand for housing.

4. In addition to population growth, increasing labor force participation rates will increase the resident labor force, thereby increasing the demand for employment opportunities.

5. The metropolitan area will experience continuing growth of the local economy.

6. Based on projections of recent population and economic trends, there will be sufficient land within the projected urban service area depicted on the Plan diagram in Chapter II to ensure reasonable choices in the market place for urban needs through the planning period, i.e., a metropolitan population of 293,700, provided periodic updates of the Plan are conducted and the area designated for urbanization on the diagram is updated to assure that the supply remains responsive to demand.

7. Public policies controlling the Eugene-Springfield metropolitan area's growth pattern will continue to be effective. For example, compact urban growth will continue to enhance the opportunity to preserve important natural assets such as rural open space and agricultural land.

8. Additional urban development will take place within incorporated cities.

General Findings

1. The average annual growth rate in the metro area decreased from 3.1% in the 1960's to 2.6% between 1970 and 1975. This is the lowest it has been since 1930.

2. Orderly metropolitan growth cannot be accomplished without coordination of public investments. Such coordination can be enhanced through scheduling of priorities.

3. When urban growth is allowed to occur without consideration for the physical characteristics of the land, it creates problems that are then difficult to solve.

4. The development and implementation of planning policies include social and economic impacts.

5. Financial and taxing inequities are generated when urban development is allowed to occur in unincorporated areas on the periphery of Springfield and Eugene because many residents of such developments are at least partially dependent on streets, parks and other nondirect fee facilities and services provided by those cities and financed from their revenues.

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* The working papers are on file for public use in the Springfield, Lane County and Eugene planning offices and at the Lane Council of Governments.

Pages 1-7 and 1-8

Comments

The general assumptions and findings which form the basis of the plan are delineated in this section. Generally these point to future growth for the urban area, both in terms of population and economic trends. The school district is, however, unlikely to share in this growth, possibly not until later in the planning period. One of the "findings" speaks to the need for coordinating public investments, which would, of course, apply to any expansion of school district facilities. One should also be cognizant that the metropolitan school districts are both rural and urban school districts and, as such, should be aware that facilities located outside the confines of this plan are affected by the last finding. This finding alludes to the point that urban density development in unincorporated areas should be discouraged. Schools are affected since school districts in the past have encouraged such development by locating new schools outside the developed areas in anticipation of imminent development.

Chapter II

Fundamental Principles

This chapter lists the metropolitan goals, establishes the urban service area and the concept of growth management, and presents the plan diagram. The metropolitan goals are repeated in Chapter III. There are two significant policies in the growth management and urban service area which are elaborated on following this introduction. The impacts of the plan diagram are summarized in the report, Metro Area General Plan: The School District's Analysis. Additional comments are made about only one statement in this section.

Objectives

1. Continue to minimize urban scatteration and sprawl by encouraging compact growth and sequential development.

2. Insure that land supply is kept in proper relationship to land use needs.

3. Conserve those lands needed to efficiently accommodate expected urban growth.

4. Protect rural land and open space from premature urbanization.

5. When necessary to meet urban needs, utilize the least productive agricultural lands for needed expansion.

6. Encourage new and maintain existing rural land uses where productive or beneficial.

7. Shape and plan the urban form to provide for growth while preserving the special character of the metropolitan area.

8. Encourage development of suitable vacant, underdeveloped and redevelopable land where services are available, thus capitalizing on public expenditures already made for these services.

9. Protect life and property from natural hazards and natural disasters.

10. Allow smaller outlying communities the opportunity to plan for their own futures without being engulfed by unlimited outward expansion of the metropolitan area.

Recommended Policies

1. The urban service area concept and sequential development shall continue to be implemented as an essential means to achieve compact urban growth. The planning, programming and financing for provision of all urban services shall be concentrated inside the projected urban service area.

2. Control of location, timing and financing of the major public investments that directly influence the growth form of the metropolitan area shall be planned and coordinated on a metropolitan-wide basis.

3. Lane County shall discourage urban development in urbanizable and rural areas and encourage compact development of outlying communities.

Comments

Recommended policy #2 directly affects the school district since school buildings are a "major public investment." The school district objected to this wording in the input given during 1978.[2] The staff had agreed to change the wording to:

> "The location, timing, and financing of the major public investments that directly influence the growth form for the metropolitan areas shall be planned and/or coordinated on a metropolitan-wide basis."

The MAPAC and/or MPPC groups saw fit to change this wording to the present form.

The school district objected to this wording because the actual control over the location, timing, and financing of major public investments resides in several governing bodies. The school board is the only governing body which has statutory authority (ORS 332.115) to locate schools. The present wording creates a conflict of authority over the location of schools. The school district has signed a coordination agreement with the Lane Council of Governments (LCOG) (mandated by ORS 197.185) for the purpose of coordinating planning efforts with local government agencies. This is sufficient to meet the intent of this statement without creating a legal conflict of authority. The school district should recommend strongly that the wording be changed to eliminate this conflict.

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[2] The Update of the Comprehensive Metropolitan Plan (1990 Plan): A Report of School District 4J's Input, Mary Schoolcraft and Rose Hesse, December 1978.

4. To maintain the existing physical autonomy of the smaller outlying communities, urban development on agricultural and rural lands beyond the projected urban service boundary shall be restricted and based on at least the following criteria:

   a. Preservation and conservation of natural resources.

   b. Conformity with the policies and provisions of the various County subarea plans that border the metropolitan area.

   c. Conformance with applicable mandatory statewide planning goals.

5. Outlying communities close to Springfield and Eugene shall be encouraged to develop plans and programs in support of compact urban development.

6. Conversion of rural and rural agricultural land to urbanizable land through plan amendments expanding the projected urban service area shall be consistent with mandatory statewide planning standards (goals).

7. Land within the projected urban service area may be converted from urbanizable to urban through annexation to a city when it is found that:

   a. A minimum level of key urban facilities and services can be provided to the area in an orderly and efficient manner. They consist of sanitary sewers, solid waste management; water service; fire protection; police protection; parks and recreation programs; electric service; land use controls; communication facilities; and public schools on a district-wide basis, in other words, not necessarily within walking distance of all students served; Paved streets with adequate provision for storm water runoff and pedestrian travel meeting applicable local policies are important, particularly in new developments and along existing streets heavily used by pedestrians.

   b. There will be a logical area within which to deliver urban services and facilities.

   Conversion of urbanizable land to urban shall also be consistent with mandatory statewide planning standards (goals).

8. A full range of key urban facilities and services shall be provided to urban areas, according to deomonstrated need

Comments

Recommended policy 7a contains the most significant and positive statements in the plan draft. In this statement public schools are recognized as a "minimum" service. In the previously adopted plan, schools were not so recognized. This change is a result of a request by the school board (11/20/78) and the rationale for the request is contained in a report entitled, An Analysis of Reclassification of Public Schools as a Minimum Level of Service in the Comprehensive Metropolitan Plan Document (1990 Plan).

11. Contingency Alternative: This category represents land that will be needed to accommodate demand during the planning period if partially developed River Road and Santa Clara are not sewered, thereby not receiving all the minimum key urban services as necessary for further urbanization and increased density. This area should not be converted to urban prior to the next Plan update when it can be analyzed in light of conditions existing at that time.

12. Urban Growth Boundary: This site-specific line separates the projected urban service area designated to accommodate urban development through the planning period (293,700 population) from urban reserve, agriculture, and rural designations. The location of the urban growth boundary results from environmental, social and economic analysis in terms of supply and demand, which is basic to this entire Plan. Accordingly, LCDC Goal 14's establishment of urban growth boundary criteria were employed with the following results (for more detail, see the Technical Supplement):

Factor 1. "Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;"

Population projections, employment projections, and housing projections were prepared representing the best available technical information about long-range urban growth in the metropolitan area. These projections were translated into total land use needs. The Plan diagram was then constructed to accommodate projected residential growth, assuming new residential construction over the planning period would, on an overall metropolitan-wide basis, average approximately six dwelling units per gross acre.

Factor 2. "Need for housing, employment opportunities, and livability;"

The population and employment projections were translated into need for residential, commercial and industrial land in response to local and state-wide goals, objectives and policies. Extreme care has been taken to consider the demand (projections) when analyzing the land supply in an effort to provide adequate housing and employment opportunities.

Translation of the identified natural assets and constraints into limitations and prohibitions to development in most instances was done to preserve the livability of the metropolitan area. These prohibitions and limitations were considered as refinements to the vacant land supply.

Factor 3. "Orderly and economic provision for public facilities and services;"

The urban growth boundary is based partly on the cost of providing urban services to the metropolitan area (for example, ridgelines and other topographic features were considered). The diagram reflects the concept of compact urban growth, sequential development and opportunities for the least costly provision of public services and facilities.

Factor 4. "Maximum efficiency of land uses within and on the fringe of the existing urban area;"

Again, the diagram reflects compact urban growth which, in turn, should achieve maximum efficiency of land uses within and on the fringe of the existing urban area.

Factor 5. "Environmental, energy, economic and social consequences;"

The diagram represents a balancing of all environmental, energy, economic and social impacts as addressed by LCDC goals and the Plan text. For example, decidedly lower residential densities and a much larger land supply may result in lower land costs, but energy savings may very well be sacrificed through need for longer transportation routes and accompanying fuel consumption.

Factor 6. "Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority;"

The compact urban growth and sequential development principles embodied in the Plan text and diagram allow for retention of the most productive agricultural lands when balanced with other planning goals.

Factor 7. "Compatibility of the proposed urban uses with nearby agricultural activities."

Again, the diagram adheres to the compact urban growth form and sequential development. The separation between urban and urbanizable lands and rural lands formed by the urban growth boundary creates a sharp distinction between ultimate urban uses and agricultural uses on rural lands.

While urban development may create problems from an agricultural production standpoint, the compact urban growth form is, in many ways, compatible with nearby agricultural activities.

First, as urban densities increase, the close proximity of productive agricultural areas have the potential to access larger markets for their products, thereby increasing their economic return. Second, close proximity can reduce transportation costs for agricultural products

Pages II-C-8 and II-C-9

Comments

The statement that the urban growth boundary is based in part, on a factor which incorporates the cost of providing urban services is of interest. Cost figures of extending minimum urban services (sewers, water, fire, police, solid waste, parks and facilities and public schools) to the proposed urban service area would be extremely interesting to obtain. The school district was not asked to present cost estimates for extending services to outlying areas in the plan. The school district should inquire as to the cost figures used in the decision making process and compare them to their own estimates.

Chapter III

Specific Elements

This chapter contains 11 separate elements. For each element, several findings, goals, objectives and recommended policies are presented. Chapter I contained definitions of each term which explain their significance. Comments in this section are organized by each specific element. Each element is briefly introduced and described and the applicable comments follow. The table below lists each of the specific elements and the number of comments made in each.

Specific Element	Comments
Residential Land Use and Housing	14 comments
Economy	3 comments
Environmental Resources	6 comments
Willamette River Greenway, River Corridors and Waterways	no comments
Environmental Design	3 comments
Transportation	3 comments
Public Utilities, Services and Facilities	2 comments
Parks and Recreation Facilities	3 comments
Historic Presentation	no comments
Energy	1 comment
Citizen Involvement	no comment

Residential Land Use and Housing

This is probably the second most important specific element in the document. (The element on public utilities, facilities and services is first.) It is so important because of the direct relationship between residential areas and where schools are located. The areas in which students live are the same areas in which schools are located. In the past schools have often anticipated new residential developments by purchasing sites outside the city limits and building schools. This has, then, caused rapid residential development around the schools. The urban planners call this trend "leapfrogging." In the original 1990 plan, this concept is strongly discouraged, and the policies in this plan also follow (although they do not spend as much explanatory rhetoric in this update). However, the opposite trend now seems to predominate. Currently, new residential development is occuring in areas where schools are not planned and are not being built. Schools are largely a catch-up service in terms of building new facilities. The reasons are complex, but the trends of declining enrollment and increased difficulty in passing financial measures in the polls contribute. The uncertainty of when, and if, the school district will be able to build new schools helps to make the policies contained in this section important to the school district.

The school district should attempt to monitor residential trends and land use issues in the next few years so that better predictions of needs for new facilities and the impact on current facilities can be made. The comments in this section point out some of the specific trends which need to be monitored. In addition, the school district needs to attempt to maintain a balanced position between the two extremes described in the previous paragraph. The policies here contained can be used to support an increased spirit of joint planning with the development of new residential areas. Proper phasing of such growth is needed so that new developments will occur first in areas where current facilities can accomodate the growth and delayed in other areas until both the new residences and new school buildings can proceed to be built at the same time. In order to implement this concept, however, the school district will have to be able to solve the complex problems of financing new school buildings in fiscally conservative times and in times of shifting student populations.

13. Low income households and households that spend a high proportion of their income for housing are primarily single person households, households headed by persons under 25 years of age or 65 and over, households that include handicapped persons and female headed households.

14. The metropolitan area does not have an adequate number of units to meet the special housing needs of the area's elderly, handicapped and students. (Note: In the fall of 1978, approximately 69 percent of the University of Oregon's students lived in units that were privately sponsored in the open market.)

15. Of the groups intended for protection by fair housing ordinances, the principal groups discriminated against in the metropolitan area are racial minorities and female heads of households.

16. Nonlocal policies such as federal lending policies affect the metropolitan housing market. Some conflict with the goals and objectives of the Metropolitan Area General Plan.

17. All three general purpose governments in the metropolitan area implement housing programs and coordinate their housing planning and implementation activities.

Goal

Provide viable residential communities so all residents can choose sound, affordable housing that meets individual needs.

Objectives

1. Coordinate residential land use and housing planning with other elements of this Plan and with locally adopted plans.

2. Provide residential areas that offer a variety of housing densities, types, sizes, costs, and locations to meet projected demand.

3. Locate residential development in relation to the availability of employment, commercial services, public utilities and facilities and transportation modes.

4. Provide for and promote higher residential densities where appropriate in the current urban service area to encourage a compact urban growth form.

5. Protect existing and proposed residential areas form conflicting nonresidential land uses while providing for compatible and functional mixed use development (residential and nonresidential).

Comments

Objective 2

This objective speaks to an intention to locate a variety of housing types, densities, etc. in residential areas. The City of Eugene has been attempting to mitigate the impacts of large scale development by combining single and multi-family types of units in the same development. This should have a positive effect, since the difference between single family and multi-family units (in terms of number of children residing therein) is approximately 3:1. Single family units generate approximately one child per dwelling unit city wide, and multi-family units generate .33 children per dwelling unit. This objective lends support to such policies.

Objective 3

This objective specifically targets an intention to locate residential development in relation to public facilities. Schools are a public facility. The location of residential development is the most significant land use or zoning designation for the public schools. The location of the residences of the children who attend school is almost a determinant of where schools will be located. The influence of the location of schools on residential development is equally strong and schools can (and have in the past) lead the development of areas as residential. This objective both recognizes this and makes the commitment that residential development should be allowed where public facilities are already available. This is significant for two reasons. First, it discourages school districts from building prematurely. And second, it may provide a rationale for phasing residential development so that school districts will be able to locate new schools in relationship with developing neighborhoods.

Objective 4

The promotion of higher residential densities in order to encourage a compact urban growth form is a significant objective for two reasons. First, a compact urban growth form means shorter bus routes for student transportation. This may provide a savings in the future. Second, the exact impact of this in terms of where families will live is unknown. Most families with school-age children show a definite preference for single family dwellings. This type of housing may become at a premium, and families may change their preferences for housing types. Other cities have shown that townhouse and condominium living have become more attractive to families with children. This has yet to happen in this area, but this policy may have this effect.

6. Continue to utilize existing large, vacant or nearly vacant parcels for residential projects that require such parcels; for example, planned unit developments, multi-family developments and mobile home parks.

7. Maintain existing stable neighborhoods.

8. Encourage conservation of existing housing by rehabilitation of substandard units and other methods, such as relocation of existing structures and conversion of nonresidential structures to residential use, provided such actions reflect planned densities for the subject area.

9. Encourage and support development of housing units for low and moderate income households.

10. Increase housing opportunities for the specialized needs of the elderly, handicapped and students as well as minority, female-headed and single person households.

11. Encourage cooperation between public, private and consumer sectors of the area's housing market.

Recommended Policies

1. Coordinate new residential development with the provision of an adequate level of services and facilities such as sewers, water, transportation facilities, schools and parks.

2. Continue to seek public assistance for households that are unable to pay for shelter on the open market.

3. Increase the supply of land zoned for low, medium and high density residential uses correlating the amount zoned with the projections of demand. Periodically monitor and analyze the population and dwelling unit projections to provide a reliable basis for land use decisions and to assure sufficient residential land to maintain a balance between supply and demand.

4. Phase annexations to maintain an adequate inventory of buildable residential land.

5. Establish specific density ranges within zoning ordinances that are consistent with the broad density categories of this Plan. Translation to an equivalent of persons per acre corresponding to the density categories in this Plan may be substituted for dwelling units per acre by local governments. Eugene and Springfield shall

Page III-A-6

Comments

Objective 6

The utilization of large vacant parcels in this way is congruent with current trends and policies in this area. The most significant aspect of this objective is that most of these designated vacant parcels are located at the periphery of the city. We can look to more intensive use (i.e., more dwelling units per acre) of most of the existing vacant parcels.

Objective 7

At first glance, this objective has seemingly little impact on school districts. The maintenance of existing neighborhoods should result in the continued maintenance of enrollment in the neighborhood public school. However, this is not always a direct relationship, especially if one considers the declining enrollments in many of the elementary schools. To maintain a neighborhood as is, especially one in which the public school enrollments are declining, may not necessarily be a policy which has a beneficial effect on the school district. In some neighborhoods, the neighborhood itself may need to change in order to maintain the enrollment of the school at a reasonable level. This is, however, a much more significant objective if one considers it in the context of closing schools. Often citizens make the argument that to close a school means a decline in the neighborhood. This statement in this instance, can imply a commitment to maintain the neighborhood including the public services available in it, at current levels.

Policy 1

This policy directly mentions schools as one of those services with which new residential development should be coordinated. This has a directly positive effect on public schools since it lends support to the argument that new residential development and new schools should be planned and developed together, rather than either schools inappropriately preceeding (leapfrogging) development or development occuring in locations where schools cannot be built.

establish standards for allowing a waiver of the specific density ranges in this Plan to increase the supply of low and moderately priced housing.

a. Low density - Through ten dwelling units per gross acre.
b. Medium density - Over ten through 20 dwelling units per gross acre.
c. High density - Over 20 dwelling units per gross acre.

6. Review residential land development regulations to insure that they encourage a variety of housing densities and types.

7. Encourage public, private nonprofit and cooperative associations and joint public-private partnerships to enter the low and moderate income housing market.

8. Continue to encourage the dispersal of housing for all income groups.

9. Encourage proposals to develop specialized housing for the area's elderly, handicapped and students.

10. Evaluate local development standards and regulations for their effect on housing costs. Modify development regulations that are found to unnecessarily add to housing costs.

11. Encourage retention of large parcels or consolidation of small parcels of residentially zoned land to facilitate their use or reuse for projects requiring such parcels.

12. Promote compatibility between residentially zoned land and adjacent areas.

13. Develop local mechanisms and processes which insure coordination between public, private and consumer sectors of the area's housing market.

14. Implement housing programs that provide housing opportunities for all metro area residents without discrimination.

15. Investigate and when advisable, implement mixed use zoning, particularly in established neighborhoods where compatible and functional mixes already exist.

16. Encourage new residential development, particularly that intended for family and owner occupancy, in and near the downtown areas.

17. Work with the state and federal governments to minimize conflicts between local and nonlocal housing policies and programs.

18. Facilitate the construction of individually owned units in multi-family structures.

Comments

Recommended Policy 6

This is an implementation of the objective aimed at providing residential areas that offer a variety of housing densities, types, etc. This has generally a beneficial effect on schools by balancing enrollments in newly developing areas.

Recommended Policy 10

It is unknown what the effect of this policy will be on schools. The usual impression that lower income housing produces more children, does not hold true if one considers just the 4J district. However, much current rhetoric posits that families are being priced out of the housing market. The relationship between cost of housing and number of children generated needs further exploration.

Recommended Policy 16

This policy may be most beneficial for the enrollment in downtown schools. These schools have suffered the longest from declining enrollments. However, along with this policy, there is a real need to consider factors such as safe pedestrian corridors, lowered speed limits and lowered traffic density, and safe play areas, before it is likely that families with young children will be attracted to the downtown areas as a place to settle and raise children.

Recommended Policy 18

The impact of condominiums in the local area, in terms of family occupancy, is unknown at this time. Forecasters predict that condominiums are likely to be part of the shifting preferences of young families. The school district needs to monitor the trend as it occurs in Eugene.

19. Conserve the metropolitan area's existing supply of sound housing in stable neighborhoods in residentially planned areas through code enforcement, appropriate zoning, rehabilitation programs, and by discouraging conversions to nonresidential use.

20. Encourage a mixture of dwelling unit types in appropriate areas.

21. Develop economic incentives such as density bonuses for builders and developers who provide amenities or specialized housing that benefit the metro area, such as housing for low and moderate income households.

22. Encourage increased residential density at various locations within cities by implementing programs, policies and code modifications that both establish minimum densities and allow maximum densities permitted by local or Metropolitan Area General Plan density categories in designated areas when consistent with other planning policies.

23. Conduct metropolitan-wide analysis:

    a. To determine the number of specialized units needed for the elderly, handicapped and students as well as methods for producing such specialized units.

    b. To determine if zoning classifications that correspond to number of bedrooms or persons per acre more accurately reflect the level of use of some public facilities and services than zoning classes that correspond to structure type or number of units per acre.

    c. To consider the social and economic effects of the urban growth boundary on the initial price, long-term costs, and availability of land and housing.

24. Where possible, evaluate and reduce on-site parking requirements for residential developments near downtown areas.

25. Encourage in-filling and utilizing existing undeveloped subdivision lots in urban areas.

26. Provide for mobile homes as an outright use in one or more of the following situations in Eugene, Springfield and Lane County: mobile home subdivisions, mobile home parks or on individual residential lots.

27. Develop mechanisms and processes for participation in management of low and moderate income housing projects supported with local public funds by persons for whom the projects are intended.

28. Encourage programs that facilitate home ownership by low and moderate income families.

Comments

Recommended Policy 19

This policy implements the intention to maintain stable neighborhoods as residential. In addition to the comments made on Objective 7, the section discouraging conversions to non-residential uses may be of significance in the downtown areas where many homes have been converted to offices, and small stores.

Recommended Policy 20

This once again reinforces the concept that a mixture of housing types is desirable. This generally has a beneficial effect on the school district.

Recommended Policy 24

Often the parking requirements are the major stumbling block to residential redevelopment in the downtown area. This policy is aimed at reducing this situation. This is generally beneficial since downtown schools should be able to benefit from an influx of families residing in the area.

Recommended Policy 25

This is a part of the commitment to maintain a compact urban form. The benefits are shorter busing routes, and the possibility of more families residing in current neighborhoods, thus potentially boosting declining enrollments.

Economy

The findings, policies, goals and objectives in this section do not appear to have a major impact on the school district. The general concerns in this element are to diversify the economy and to attract new (low polluting and low energy use) industry. The provision of adequate public facilities is seen as important as is the training functions performed by local educational institutions. For the most part, it appears that these statements were not written with the public school districts in mind. LCC and the University of Oregon are more heavily impacted. However, to some extent local public schools are also included.

11. The healthful environment of the metro area can help attract industrial development, hold workers and attract convention-and tourist-related economic activities. The concern for clean air and water is a high priority with area residents.

12. The provision of adequate public facilities and services is necessary for economic development.

13. There are presently inefficiently used resources in the metro area, including land, labor and secondary waste products.

14. Major employment centers include the Eugene and Springfield central business districts, the University of Oregon, Sacred Heart Hospital, the Southern Pacific rail yards, the west Eugene industrial area, the East and South Springfield industrial areas, the Highway 99N industrial area, Goodpasture Island, and the Mohawk-Northgate area.

15. The metropolitan economy is made up of a number of interrelated and important elements, one of which is construction and construction-related activities. Construction, for example, is essential for all sectors of the economy as well as for the provision of an adequate supply of affordable housing.

Goal

Broaden, improve and diversify the metropolitan economy while maintaining or enhancing the environment.

Objectives

1. Improve the level, stability and distribution of per capita income for metropolitan residents.

2. Minimize unemployment in the resident labor force, especially chronic, long-term employment.

3. Encourage programs that provide educational and job search skills to enable local residents to obtain existing jobs.

4. Promote industrial and commercial development with local capital, entrepreneurial skills and skills and experience of the residential labor force.

5. Supply an adequate amount of land having the appropriate qualities to accommodate projected industrial and commercial needs.

6. Diversify the manufacturing sector of the local economy by encouraging the establishment of low polluting, low energy-using light manufacturing uses.

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Comments

Finding 12

While it is not clear that the writers of this finding intended to include schools specifically, this finding could easily be applied to schools using the following logic. Industry locates in an area based on the services available in the community. Good schools for the children of employees is an attraction to the industry. Lack of schools is a detriment. Therefore, it is in the economic interest of the community to maintain well located and quality schools.

7. Allow for the expansion of existing businesses.

8. Continue to develop the metropolitan area as a regional distribution, trade and service center.

9. Maintain strong central business districts to provide for office-based commercial, governmental and specialized or large-scale retail activities.

10. Insure compatibility between industrial lands and adjacent areas.

11. Reserve enough remaining large parcels for special developments requiring large lots.

12. Increase the potential for convention- and tourist-related ecomomic activities.

13. Provide the necessary public facilities and services to allow economic development.

14. Attempt to find ways to more effectively use inefficiently used resources such as land, labor and secondary waste products.

Recommended Policies

1. Demonstrate a positive interest in existing and new industries, especially those providing above-average wage and salary levels, an increased variety of job opportunities, a rise in the standard of living, and utilization of our existing comparative advantage in the level of education and skill of the resident labor force.

2. Encourage economic development which utilizes local capital, entrepreneurial skills and the resident labor force.

3. Encourage job training programs that will:

   a. Assure a supply of trained personnel;
   b. Ensure that people are being trained for jobs in fields where the demand for workers exceeds the supply.

4. Encourage the continuance of career preparation and employment orientation for metropolitan area residents by the community's educational institutions, labor unions, business and industry.

5. Reduce industrially zoned lands outside the projected urban service area.

6. Reduce the amount of surplus undeveloped land zoned for heavy industrial uses.

7. Provide existing industrial activities sufficient adjacent land for future expansion.

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Comments

Objective 13

This is a commitment to providing public facilities and services so that economic development can occur. Following the logic presented in comments for Finding 12, this could be interpreted as a communitywide commitment to maintaining quality school programs and well located facilities.

Recommended Policy 4

This policy provides support of the continuance of career preparation instruction by all of the areas educational institutions. A previous version of this policy had assigned responsibility to the educational institutions alone. School District 4J requested that the other three groups be added.

Environmental Resources

The statements in this section could have a major impact on the school district. There are several statements on the floodway fringe. The allocation of residential development to these areas is subject to much controversy. Many experts oppose allowing any development in these areas. The fact remains that some of these areas are already developed and plans are laid for the development of additional areas. The school district owns sites in the floodway fringe, and children who attend district schools live in these areas. The school district will face some sticky decisions on these issues in the future.

In addition there are several statements relating to the preservation of productive agricultural lands. Not all of these statements are commented upon. Only those statements which have a direct impact on the school district are included.

geologic hazards and the severity of soil problems which are constraints to development. Such geologic hazards exist when certain combinations of slope, soil conditions and moisture conditions render land unstable.

13. The statewide agricultural goal definition is based upon the U.S. Soil Conservation Service's Soil Capability Classification System. The majority of land in the metropolitan area is located on agricultural soils rated Classes I through IV and much of this area has already experienced urban development. The hillside soils are generally included in nonagricultural rated Classes V through VIII.

14. Commercial forest lands within the metropolitan area are generally located in rural areas south of Eugene and Springfield with the largest concentration located southeast of Springfield.

15. The Willamette and McKenzie Rivers run through many jurisdictions, necessitating cooperative water management planning and consideration for downstream effects of actions taken by a single jurisdiction.

16. Unless special precautions are taken, development within the floodway fringe (that portion of the flood plain having a one percent per year chance of occurrence - also known as a 100 year flood) is subject to hazards to life and property from flooding.

17. Many portions of the floodway fringe contain natural assets such as significant vegetation, wildlife and scenic areas and productive agricultural lands and are thus valuable for open space and recreation. On the other hand, because of their central location, some floodway fringe areas within the urban service area are important lands for urban development.

18. While development and in-filling have decreased the amount of open space (and associated vegetation and wildlife habitat) within the urban service area, the compact urban growth form has protected open space on the urban fringe and in rural areas within the metropolitan area.

19. Compact urban growth results in pressure on open space within the current urban service area. Programs for preserving quality open space within the projected urban service area become more important as the area grows.

20. Inventories of vegetation, wildlife and wildlife habitats resulted in the identification of significant areas. Water, wetlands and areas of diverse vegetation are the most productive wildlife habitats within the metropolitan area. Over half of the significant vegetation and wildlife areas identified in the inventories are already in public ownership.

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Comments

Finding 16

This statement defines the floodway fringe. According to the most current information, the school district owns some sites which are located in the floodway fringe. These are then subject to such hazards.

Finding 17

The fact that some areas of the floodway fringe are subject to residential development is significant. Some experts oppose this use outright. However, it is apparent that development has been and will continue to be allowed.

3. Improve and maintain air and water quality to meet acceptable state and local standards.

4. Minimize problems associated with water quantity.

5. Manage open space areas for their diverse and multiple values.

6. Prevent damage to life and property and expenses associated with flooding and problem soils.

7. Minimize the impacts of urban development on agricultural land and other valuable open space by promoting compact urban growth and by using urban land efficiently (e.g., increasing urban densities).

8. Protect nonrenewable (sand and gravel) resource lands from premature urban development, thus allowing for extraction and production of that resource.

Recommended Policies

1. Springfield, Lane County and Eugene shall consider downstream impacts when planning for urbanization, flood control, urban storm runoff, recreation and water quality along the Willamette and McKenzie Rivers.

2. Development shall be prohibited within the floodway. The floodway is the portion of the flood plain where high volumes of moving water flow through drainways or channels of a watercourse.

3. When development is allowed to occur in the floodway fringe, local regulations shall control such development in order to minimize the potential danger to life and property. Within the urban service area development should result in in-filling of partially developed land. Outside the urban service area, the floodway fringe should be protected for its agricultural and sand and gravel resource values, its open space and recreational potential and its value to water resources.

4. Local governments shall require site specific soil surveys and geologic studies where potential problems exist. When problems are identified, local governments shall require special design considerations and construction measures be taken to offset the soil and geologic constraints present, to protect life and property and to protect environmentally sensitive areas.

5. Where agricultural land is being considered for urbanization, the least productive agricultural land shall be considered first. Factors other than agricultural soil ratings shall be considered when determining the productivity of agricultural land. Relevant factors include ownership patterns, adjacent land uses, agricultural history, availability of irrigation, and market availability.

Comments

Objective 6

This objective proposes to prevent damage and expenses associated with flooding. There is considerable question as to whether schools should be built in these areas at all. The possibility of flooding with its attendant dangers is a real one. Certainly the costs of construction will be increased to compensate for the possibility of flooding. The fact that residential development is being allowed in floodway fringe under certain circumstances increases the dilemma. Wherever possible, the school district needs to consider relocating school sites to non-floodway fringe areas (such as the North region). However, the development of areas which are isolated geographic neighborhoods, such as Goodpasture Island, may make this impossible, and the district may have to bear the increased costs.

Objective 7

It is a heavily emphasized intention in this section to preserve agricultural lands wherever possible. This objective points out that a major method for doing so is the compact urban form. This form has benefits for the school district which have been stated previously.

Recommended Policy 3

This policy implements Objective 6. The comments made there apply here also. However, the intent to establish regulations to control development may impact upon the school district depending on how the regulations are written. It is possible that regulations may be written in such a way as to prevent the school district from building schools in the floodway fringe outright, or by increasing construction costs to the degree that it becomes infeasible.

Recommended Policy 5

This policy implements Objective 7 by establishing a priority for the consideration of agricultural lands. The least productive lands are to be considered first. This policy could be considered to be contradicted by the allocations given in the plan diagram. For instance, lands designated for development in the northern Sheldon area, as well as the Willow Creek basin and the lands to the west of the Bethel district are more productive lands than those in the LCC basin.

Willamette River Greenway, River Corridors and Waterways

No comments are made on this section. The section establishes the need for planning for waterway corridors and establishes allowable uses of the greenway area. None of these directly impact on the school district.

Environmental Design

This section addresses environmental design issues. The section is heavily influenced by the concept of livability and the quality of life in this metropolitan area. The objectives and policies impacting on the school district are also heavily influenced by the sense of identity for neighborhoods, which is seen as a quality which is to be preserved.

Objectives

1. Provide the facilities and services needed to maintain our quality of life. Examples include educational, housing, medical, public transportation and recreational facilities.

2. Encourage a greater diversity of living experiences and environments.

3. Establish or maintain a sense of identity and character for local and neighborhood areas.

4. Shape development to suit natural conditions as much as possible.

5. Preserve and enhance views and public use of river corridors, drainageways and prominent topographic features such as ridgelines and buttes, when consistent with other planning policies.

Recommended Policies

1. In order to promote the greatest possible degree of diversity, a broad variety of commercial, residential, and recreational land uses shall be encouraged when consistent with other planning policies.

2. The utilization and retention of natural vegetation, natural water features, drainageways and landscaping shall be strongly encouraged as part of all urban developments.

3. The planting of street trees shall be encouraged.

4. Public and private facilities shall be designed and located in a manner that preserves and enhances desirable features of local and neighborhood areas and promotes their sense of identity.

5. Carefully develop sites that provide visual diversity to the urban area and optimize their visual and personal accessibility to residents.

6. Local jurisdictions shall carefully evaluate their development regulations to insure that they adequately account for environmental design considerations, such as, but not limited to, site planning and landscaping of developments.

7. The development of urban design elements as part of local and refinement plans shall be encouraged.

8. Local governments should consider developing design standards to insure compatibility with existing development and the livability of major medium and high density residential developments when located in areas otherwise characterized by lower density.

Comments

Objective 1

The role of facilities and services in maintaining quality of life is emphasized in this objective. The residents of many areas feel strongly about the role played by schools in the quality of their lives. Thus, the proposed closing of a school or the non-provision of a school in a neighborhood is a volatile issue in this community. This objective commits the community to the provision of facilities and services in order to maintain the quality of life in the area.

Objective 3

This objective furthers the sentiments expressed in Objective 1 by further emphasizing the importance of a sense of identity and character for local neighborhoods. Citizens of neighborhoods frequently see the local school as a major contributor to the sense of identity for the neighborhood. Often the school serves as a meeting place for neighborhood groups, and some schools have served as community schools for the local neighborhoods.

Recommended Policy 4

This policy emphasizes the importance of locating schools so that the local neighborhood is preserved and so that a sense of identity is established for the neighborhood. A natural outgrowth of this policy would be heavy citizen involvement in the decisions made about the specific location of schools once a decision has been made to locate a school in an area. In addition, the closing of a school would also impact on the sense of identity in a neighborhood.

Transportation

This element is one of the more controversial aspects of the draft plan. The sections referring to the airport are, for the most part, the cause of a conflict between Lane County and the City of Eugene. This element emphasizes the influence of land use designations on transportation systems, primarily by supporting the compact urban form. It also sets a goal of providing a balanced transportation system in order to give mobility to all segments of the community.

The element does not specifically mention school buses as an integral part of the urban transportation system, and it is not clear to what extent the policies in this section could be applied to school district transportation systems. Thus the comments made in this section are tentative.

F. Transportation Element

The Transportation Element deals with surface and air transportation in the metropolitan area. The emphasis of the Transportation Element is on the relationship between land use and transportation. These relationships are, in part, responsible for meeting community goals related to increasing urban public transit ridership, reducing reliance on the automobile, substituting automobile trips to other modes, such as pedestrian and bicycle, and reducing energy consumption related to use of the automobile.

The Eugene Springfield Area 2000 Transportation Plan forms the basis for the surface transportation part of this element in describing future needs for people and goods movement. Projections of increased population and employment were translated into trips through the transportation planning process. This forecasted demand and other considerations such as safety, served as the rationale for the policies, facilities, and services contained in the Transportation Plan. The Transportation Plan also outlines specific transportation goals, policies and recommendations necessary to meet metropolitan transportation needs through the year 2000.

The Eugene-Springfield Metropolitan Bikeway Master Plan serves as the basis for the metropolitan bikeway needs in the area. Originally adopted in 1975, this plan needs to be updated to reflect the substantial bikeway improvements made since 1975, to resolve some conflicts with the Transportation Plan, and to respond to continued community interest in bicycling.

The air transportation portions of this element are based on the Mahlon Sweet Field Master Plan. The emphasis of the air transportation policies contained in this element is directed toward the land use issues of the airport environs.

Findings

1. When compared to scattered urban growth, the compact urban growth form increases opportunities to reduce intraurban trip lengths, to reduce transportation energy consumption and to promote trips by means other than the automobile.

2. The current arrangement of land uses is most conducive to travel by automobile.

3. Transportation is an important determinant in the spatial arrangement of the metropolitan area. Land use is an important factor influencing the trip-making behavior of the population.

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Comments

Finding 1

This finding posits that a compact urban growth form will allow for the reduction of transportation energy needs. This would also have the same relative effect upon school transportation systems as it would on other urban transit systems.

Goals

1. Provide for a more balanced transportation system to give mobility to all segments of the community.

2. Serve the existing and future arrangement of land uses with efficient, safe, convenient and economic transportation systems for the movement of people and goods.

Objectives

1. Minimize the direct and indirect negative effects of transportation upon the social, economic and natural environment.

2. Improve the service (comfort, convenience, travel time, etc.) of the existing and planned urban public transit system to better meet the personal trip needs of the community.

3. Maximize the efficiency and safety of existing transportation facilities and services for the movement of people and goods.

4. Promote the use of alternative modes such as bicycle, pedestrian and paratransit to meet some of the trip needs of metropolitan residents.

5. Improve the efficiency of energy use resulting from transportation demands.

6. Provide transportation opportunities for the transportation disadvantaged.

7. Improve the interface of local transportation systems with public and private intercity transportation systems. An example would include the placement of a downtown Eugene urban public transit transfer station in close proximity to intercity rail and bus stations.

8. Promote land use arrangements which will optimize use of existing and planned transportation facilities and services and will allow for choice in using alternative transportation modes.

9. Reflect changes in conditions, community needs, and technologies appropriate for this community when developing transportation alternatives through future studies and updates of existing plans.

10. Provide for the present and future needs of commercial and general aviation and the land and facilities necessary to meet those needs.

11. Protect the public investment at Mahlon Sweet Field by not permitting noncompatible development or development having noncompatible operational characteristics within the airport environs.

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Comments

Objective 3

This objective sets the community-wide goal to maximize the efficiency and safety of existing transportation facilities and services. This could easily also be applied to school transportation systems, with presumably the same positive effects as would accrue to other transportation systems.

Objective 8

This objective specifically targets the interests of preplanning in land use and development so that ease of use and the efficiency of transportation systems can be enhanced. This is already often done in newly developing areas where the school district frequently requests that turn-around space, turnouts and waiting areas, and/or some sidewalks be included in design plans.

Public Utilities, Services and Facilities

This is the most important section of the plan text for the school district. The school district is legally considered a "special district" under land use planning laws, and as such is subject to these policies. Many statements specifically mention schools and others have fairly broad ranging implications. The plan recognizes the situation of the school districts: declining enrollment, the capacity dilemma, the financial burden of provision of new schools in newly developing areas, and the unique situation of central city schools. Much discussion and input was given to the metro plan update team. In some significant instances, the interests of the school district were subsumed to the interests of the neighborhoods. The comments in this section point out these areas of controversy. Basically, however, the plan presents the unique situation of the urban school districts and offers the possibility of creative solutions to problems which in many cities, are faced by the school districts alone. This section attempts to bring together and coordinate the planning efforts of many diverse public utilities, services and facilities. Doing so without abrogating the respective powers of each, is not an easy task. The school district needs to weigh the respective advantages accorded it against the potential abrogation of its power. A better balance may be possible, and the reader should read the comments with this in mind.

services in line with the compact urban growth form and urban service area concept of the General Plan.

In planning for provision of key urban services it is useful to keep in mind the distinction between the "current urban service area" where a minimum level of urban services is available or will be within the near future and the "projected urban service area" which is the estimated area within which services will be needed to provide for development needs over the long term. It is necessary to provide key urban services in a sequential manner that recognizes the difference between the current and projected urban service areas. In planning and programming for public utilities, services and facilities, present and near future needs of the metropolitan area should be met in a coordinated arrangement recognizing the long-term, ultimate needs and service area.

Findings

1. Urban expansion accomplished through in-filling within and adjacent to existing development inside the current urban service area and in an orderly unscattered fashion permits new development to utilize existing utilities, services and facilities or those which can be easily extended, thus minimizing the public cost of premature service extension.

2. Urban services are provided to the metropolitan area by Eugene, Springfield, Lane County, public and quasi-public utilities, special service districts, and by joint cooperative agreements.

3. In a few instances there is overlap in public services, utilities and facilities, or illogical service boundaries, that prevent the most economical distribution of those utilities, services and facilities.

4. Portions of the urban area lack certain key urban services.

5. The cost of providing even basic key services, utilities and facilities to existing and future development in the metropolitan area is significant.

6. The Sewage Master Plan has been replaced by the Metropolitan Wastewater Management Program and the adopted Eugene-Springfield Metropolitan Area Waste Treatment Management Alternatives report (208 Plan). The Water Master Plan was never adopted on a metropolitan-wide basis, even though the water utilities use it as a basic planning resource.

7. When key urban services, such as water, are provided to areas outside the projected urban service area, increased pressure for urban development in rural areas occurs.

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Comments

Finding 1

This finding establishes that it is less costly to the public to encourage new development to occur in areas already served by public facilities. This is especially true for school districts. Many elementary schools could accommodate increased enrollments due to in-filling.

Finding 2

The school districts are special service districts in this plan.

Finding 3

This finding is, in part, aimed at the three school districts in the area. Many people find the boundaries between Bethel and 4J in the North Region illogical and confusing. Also the area between Springfield and 4J (Gateway area) is often viewed in this way by the public.

Finding 5

This finding reiterates that the cost of providing minimum services is significant. It is also unknown at this time what the total cost of providing minimum urban services to the proposed areas in the plan diagram will be. Realistic estimates should be part of the information base for decision-making in the plan.

Finding 7

This frequently also applied to school districts. However, the school district is often not recognized as being both an urban and a rural school district. 4J does have schools which are rural, and serves areas which will remain rural. Thus, it should be clearly delineated when the school district is dealing with its rural schools.

8. Large institutional uses, such as universities and hospitals, present complex planning problems for the metropolitan area due to their location, facility expansion plans and continuing housing and parking problems.

9. Due to the increase of child-bearing persons as a percent of the total population and the leveling off from a downward trend of fertility rates, overall metropolitan school enrollments are projected to increase both in terms of total number and in the rate of growth through the rest of this century. However, projected school enrollment increases will not be evenly distributed among the three metropolitan school districts: The Eugene district will probably continue to decline into the early 1980's before beginning to increase; Springfield, Bethel and private schools will likely follow the overall metropolitan trend.

10. Growth patterns do not always respect school district boundaries. For example, natural cycles of growth and neighborhood maturation result in uneven geographic growth patterns in the metropolitan area, which cause a disparity between the location of some schools and school children. This results in some fringe area schools exceeding capacity while some central city schools are under capacity.

11. Adjustments to attendance area boundaries, double shifting, additions to existing facilities, use of portable classrooms and busing are being used by metropolitan area school districts to maximize the use of present facilities and delay new school construction.

12. Elementary and community schools represent important features to residential neighborhoods and a lack of such facilities can reduce the livability of an area in terms of neighborhood needs.

13. Residents of central city neighborhoods have identified the presence of elementary and community school facilities as important contributers to the stability of their neighborhoods and to the ability of neighborhoods to attract a range of families and households, including families with school-age children.

14. There are no significant increases anticipated in either the overall enrollment or work force at the University of Oregon. New facilities are planned to meet the needs of the various departments and not to create additional capacity.

15. Lane Community College plans no new facilities on the main campus beyond those included in the school master plan. Increased enrollment will be accommodated through expansion of off-campus programs.

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Comments

Finding 9

This statement fairly accurately depicts the expected trends for the three urban school districts. This statement was modified to present form by staff input from 4J. The original statement ended at the first sentence.

Finding 10

This finding also was a result of 4J staff input and recognizes the current "capacity dilemma" faced by 4J and Springfield school districts.

Finding 11

This finding also is consistent with local school district policies and/or practices. Although 4J has not engaged in all these activities, all are options considered by the three districts.

Findings 12 and 13

These two findings are the most controversial statements in this section for the school districts. School District 4J objected to this statement as being unsupported by any factual evidence, and the update staff proposed changing the finding to read as follows: "Residents of central city neighborhoods have identified the presence of elementary and community school facilities as important contributors to stability of their neighborhoods and to the ability of the neighborhood to attract a range of families and households, including families with school age children."

MAPAC and MPPC added this recommended wording in the next finding (#13) and retained the original wording in this finding. The staff of the metro plan update and 4J's staff were not in agreement about the issue. 4J staff still feel there is no evidence to cooroborate this finding or Finding 13, and that this statement does not deserve the status of a finding.

Additional issues surrounding these statements are twofold. The strong feelings from MAPAC and MPPC about not changing these two statements probably stem from the strong feelings in the community about closing central city schools. One statement appears to apply to the district as a whole, and the other specifically targets central city schools. Although past practices of the three districts have given the impression that they have a policy of establishing neighborhood schools, it is not an official policy of School District 4J at this time. Thus, it is open to question whether in the absence of a policy by the school district, this document actually establishes one for the school district. If, in fact, this does establish a policy, it may be an abrogation of the school district's right (ORS 332.115) to locate schools. The answer to this question may involve the relative legal standings of this plan and the statutory right given to schools. The comprehensive metropolitan plan is legally binding on school districts, but it is unclear which will predominate in the case of contradictions of school district policies (especially based directly on the Oregon Revised Statutes), and those contained in this plan.

The second issue is a relatively minor one. These two statements apparently equate community schools and elementary schools as equally important. Currently each elementary school does not also contain a community school. The school district has a primary mission to provide elementary schools. Community school programs are provided in cooperation with the parks and recreation department of the city. From the school district's perspective, it cannot be construed to have primary responsibility for provision of these services.

Goal

Provide public utilities, services and facilities in an orderly and efficient arrangement.

Objectives

1. Furnish guidelines for public facility programming and decision making that will result in lower public and private expenditures.

2. Provide public utilities, services and facilities to serve existing development and closely coordinate them with the land use elements of the General Plan as a means of encouraging orderly and sequential growth.

3. Reduce and, if possible, eliminate the problems created by overlapping service areas and/or illogical service boundaries.

4. Optimize the utilization of existing facilities.

5. Generally reduce public subsidy for facilities in new development.

6. Provide at least the minimum level of key urban services to all urban development within the metropolitan area.

7. Except for rural fire protection districts, discourage extension or expansion of single services, utilities or facilities to outlying areas.

8. Strive for continued cooperation between major institutions, such as universities and hospitals, and local planning agencies.

Recommended Policies

1. In general, the amount of public subsidy for public utilities, services and facilities in new development shall be reduced. This does not preclude subsidy where a development will fulfull goals and recommendations of the Plan determined by the local jurisdiction to be of particular importance or concern.

2. Sewer and water service shall not be extended beyond the urban growth boundary except to:

   a. The Mahlon Sweet Field Airport, a public facility serving the entire metropolitan area.

   b. An existing development outside the urban growth boundary when it has been determined that it poses an immediate threat of public health or safety to the citizens of the metropolitan area that can only be remedied by extension of the service.

Comments

Objective 1

This objective specifies an intent to lower expenditures for public facility programming and decision making via community-wide guidelines. This should have a generally beneficial effect given the high cost of public facilities.

Objective 2

This objective also establishes a close tie between land use decisions and the provision of public facilities and services. This generally has a positive impact on the school district. It both alerts the district to developing needs and enables the slowing of major impacts of growth on the district.

Objective 3

This objective relates to school districts by targeting elimination of service boundaries that are considered illogical.

Objective 4

Optimal utilization of existing facilities is a major goal for the school district and should be a beneficial aspect of this plan.

Objective 5

The implications of this objective on the district can be major. The concept of passing costs of public facilities on to the developers and/or owners in new developments is not a new one in this area. The City of Eugene has a systems development tax which is applied to sewer and water costs, etc. This statement is general enough to include school districts, and open the possibility of alternate financial mechanisms to be used for new school construction costs.

Objective 6

This objective also has major implications for the school district. Since school districts are a minimum level of service, schools are expected to extend services to all urban development. In actuality, this has always been the case, in terms of providing educational services. The interpretation of this statement to mean actual physical structures is not clearly established due to the statement in Chapter II about schools (i.e., on a district-wide basis).

Objective 7

This objective brings forward the need once more, to clearly establish that the school districts are rural and urban in nature in order to comply with this objective.

Recommended Policy 1

This policy specifically intends to reduce the amount of public funds expended for new development, thus passing a larger percentage of these costs on to the owner/developer as appropriate. This is a concept which can potentially benefit the school districts in the case of new school construction. Specific applications should be a topic of study in the school district over the next years.

3. A system of user charges for public services, utilities and facilities to cover operation costs and the improvement or replacement of obsolete facilities shall continue to be implemented where appropriate.

4. In those portions of the urban service area where the full range of key urban services is not available, metropolitan area capital improvement programming (planning, programming, and budgeting for service extension in an orderly and efficient manner) should be developed and maintained.

5. Efforts shall be made to reduce the number of unnecessary special service districts and to revise confusing or illogical service boundaries, including those that result in a duplication of effort or overlap of service. When possible, these efforts shall be pursued in cooperation with Springfield and Eugene.

6. In addition to physical, economic, energy and social considerations, timing and location of urban development within the metropolitan area shall be based upon the current or imminent availability of a minimum level of key urban services.

7. Facility and program planning in the metropolitan area shall use the General Plan as a basis for decisions to insure that the needs of the metropolitan area are met in an orderly and efficient manner.

8. Efforts shall be made to mitigate the impact of residential growth on the metropolitan area's schools. Cities shall encourage a mix of dwelling unit types and phasing of single family residential construction. School districts shall continue to meet peak school child enrollment demand through a variety of means, thus possibly reducing or postponing the need for new, permanent school facilities.

9. Major institutions, such as universities and hospitals, shall continue joint planning coordination with local planning agencies.

10. Support financial and other efforts to provide elementary and community schools in central city areas in order to maintain and increase the attractiveness and stability of those areas for residential purposes.

11. The school districts shall address the possibility of adjusting boundaries where they do not reflect the boundary between Eugene and Springfield or where a single, otherwise internally cohesive, area is divided into more than one school district.

Comments

Recommended Policy 3

This policy is a more specific application of the comments made for recommended policy 1. This is a statement which also can be applied to the school district, and is potentially beneficial. The school district needs to study these issues in more detail.

Recommended Policy 5

This policy can be construed to apply to the boundaries of the school districts.

Recommended Policy 6

This policy is a beneficial one for the school district. It allows for the possibility of simultaneous development of school district plans for new schools and residential development. The actual implementation of these policies will probably have to be closely monitored in the future, since this close a relationship does not yet exist. New developments have not yet been delayed based on school district inability to provide schools. The change in status of schools in this plan may need to be reinforced in actual practice.

Recommended Policy 7

This policy places all public facilities, services and utilities in the same status under the plan for the purpose of facility and program planning. The general plan should be used as a basis for decision making. This, of course, presumes that no major conflicts of authority exist. It also means that in making decisions about major changes in program or facilities, reference will have to be made to this plan. In practical terms, doing so in making decisions about facilities should present no major problem. However, the implications of program planning are unknown at this time. Few of the topics in this plan relate directly to current school district programs.

Recommended Policy 8

This policy binds both the school districts and the cities to specific actions aimed at mitigating the impact of residential growth on schools. Generally the mutual policies are reasonable.

Recommended Policy 10

This is a new policy added along with the controversial findings #12 and 13. The exact impact is not clear, but it does commit the cities to supporting financial efforts to provide both elementary and community schools in central city schools. As such, it appears to be a significant commitment. One should be aware that special consideration is being given to central city schools while schools in newly developing areas are not given equal consideration in this plan.

Recommended Policy 11

The working of this policy makes it mandatory that the school districts consider boundary changes. To this point, discussions on these issues between the school districts have lead to the support of the status quo. This issue did not originate with the school districts themselves, and is due to the perceptions of the communities primarily. This policy may lead to additional meetings, the value of which is undetermined.

12. Encourage the use of water treatment, solid waste and sewage disposal systems that are energy efficient and environmentally sound.

13. The utilities responsible for provision and delivery of water to metropolitan area users shall examine the need for a metropoltian-wide water master program, recognizing that a metropolitan-wide system will require establishing standards as well as coordinated source and delivery systems.

14. Special agencies and districts operating in the metropoltian area, and Springfield, Eugene and Lane County shall provide one another the opportunity to review and comment on proposed public facilities, plans, programs and public improvement projects or changes thereto that may affect one another's area of responsibility.

15. Industries that make use of the resources recovered from the Glenwood solid waste transfer facility should be encouraged to locate in that vicinity.

Comments

Recommended Policy 14

The origin of this policy is probably of more interest than its actual content. This policy was added at the time that the school district approached the City of Eugene to sign a statement of agreement. This statement of agreement was required by an "umbrella" agreement that the school district signed with the Lane Council of Governments. The city and county planning staff rejected all attempts to negotiate with the school district, calling the agreement unnecessary and pointing to the addition of this statement in the plan as accomplishing the intent of the proposed agreement. At this point, the city and county still refuse to negotiate a statement of agreement.

The actual difference between a specific statement of agreement and this policy is a matter of degree. This is the general goal of the statement of agreement proposed to the city and county. However, the agreement also established a line of communication and procedures for such to occur. At present, these procedures are informal, and under the current circumstances seem destined to remain so. There are advantages to formal procedures being established for both sides. For both, a major advantage is the systematization of the process of decision-making so that such input is not overlooked.

Parks and Recreation Facilities

Ordinarily one would not expect the school districts to be involved in parks and recreation facilities in a direct manner. However, the major implications of this section for the school districts have to do with the district's community school programs. Through a spirit of coordination the school districts have, in the past, coordinated with parks acquisition programs wherever possible to jointly acquire open space and school sites. In addition, both the school districts and parks departments provide financial support for community school programs. This is recognized in statements on pages III-H-3 and III-H-4. The definition of "neighborhood center" clearly includes the community school programs, and currently the clear majority of neighborhood centers are community schools.

With relationship to the comments in the previous section about the seeming equality of treatment of community schools and elementary schools, it seems reasonable to suggest that the confusion may be cleared up by considering the community school programs within the policies contained in this section. In such a case, the overall strength of these statements are probably sufficient to see that the concerns of the neighborhoods are met. In that light, a case can be made for the dropping of reference to community schools in the previous section.

When compared to NRPA standards, there is a gap between the overall supply and demand for park and recreation facilities in this community. This gap is projected to increase unless additional park land and recreational facilities are provided.

a. Based on NRPA standards, there are sufficient gross acres of regional-metropolitan park land to meet a future metropolitan population of 246,000. But gross acreage does not accurately reflect the adequacy of regional-metropolitan parks to meet both active and passive recreational needs, and a more detailed analysis of regional park supply and demand is necessary.

b. Based on NRPA standards, the supply for community park land is less than what is currently needed.

c. Based on NRPA standards, the supply of neighborhood parks is less than what is currently needed.

d. Based on NRPA standards, there are enough community centers to meet demand of a future metropolitan population of 195,000. However, existing community centers are not evenly distributed throughout the metropolitan area.

e. Based on NRPA standards, there is a deficiency of neighborhood centers.

f. Based on NRPA standards, the metropolitan area currently lacks an adequate number of swimming pools, tennis courts, golf courses and other recreational facilities (such as ball fields, all-purpose courts, etc.).

4. While the NRPA standards provide a useful comparison, they should not be used as the determinant of the adequacy of the park and recreation facilities provided by each jurisdiction. A determination of the adequacy must be based not only on total acres or facilities, but also on the values of the residents, the location of park and recreation facilities in relation to the residents each is intended to serve, the specific function each park is intended to serve and the role private facilities play in providing recreational opportunities.

5. Providing adequate park and recreation facilities is made more difficult by the lack of a detailed metropolitan-wide parks and recreation analysis and plan that incorporates a methodology reflecting demand characteristics of this local area. Such an analysis and plan would serve a number of essential functions, including:

a. The development of a complete inventory of park and recreation facilities; the development of local standards for use by the

Page III-H-5

Comments

Finding 3e

This finding shows that there is deficiency of neighborhood centers in the metropolitan area. From available information, it appears that this deficiency is seen to exist primarily in outlying areas.

local governing bodies in determining the type and level of parks and facilities that are needed; the development of demand effectiveness measurements; and the development of capital improvements programming and other implementation strategies.

b. Indication of how much land is needed for each type of park (regional, community, neighborhood, etc.); and indicate what types of activities should be provided in each park (e.g., active recreational opportunities such as ball fields, tennis courts and playgrounds vs. passive recreational opportunities such as hiking trails).

c. Indication of how the resources of the local and state park agencies can be coordinated and maximized in order for each agency to provide the level and type of recreational opportunities for which it is best suited.

d. Indication of where the advance purchase of park land should occur in anticipation of future demand.

6. Private recreational facilities supplement and help meet the demand for a variety of recreational opportunities.

Goal

Provide a variety of parks and recreation facilities to serve the diverse needs of the community's citizens.

Objectives

1. Coordinate regional-metropolitan parks planning and development among local and state agencies.

2. Ensure that regional-metropolitan parks planning provides a balanced variety of park and recreational opportunities.

3. Develop local standards, measures and implementation techniques to determine the level and types of local park and recreation facilities necessary to serve the needs of the residents of each jurisdiction.

4. Develop park sites and recreation facilities in the manner best suited to serve the diverse interests of local residents and in areas of greatest need.

5. Close gap between the current supply of park and recreation facilities and the projected demand.

6. Expand opportunities for the development of private recreational facilities.

Recommended Policies

1. Develop a system of regional-metropolitan recreational activity areas based on a facilities plan for the metropolitan area that includes acquisition, development and management programs. The plan and system should include reservoir and hill parks, the Willamette River Greenway, and other river corridors.

2. Prepare local parks and recreation analyses and plans, coordinated on a metropolitan level, in each jurisdiction.

3. Accelerate the acquisition of park land in projected growth areas by establishing guidelines determining where and when developers will be required to dedicate land for park and recreation facilities, or money in lieu thereof, to serve their developments.

4. Encourage the development of private recreational facilities.

5. Develop mechanisms and processes by which residents of an area to be served by a neighborhood park, neighborhood center or play lot can participate in the design, development and maintenance of the facility.

Page III-H-6

Objective 5

This objective when considered with the Finding 3e should indicate that more neighborhood centers are both needed and wanted. This translates to a probable increased demand for community schools in various parts of the school districts.

Page III-H-7

Recommended Policy 5

In addition to the objective on the previous page, this policy established that the residents of the neighborhood should participate in the design, development and maintenance of the facility. In the case of community schools, the design and maintenance aspects may not be of major import, since the physical facilities are generally in place. Generally, the neighborhood residents are integrally involved in the development of community school programs, so that this does not seem to present any problem.

Historic Preservation

The effect of these policies on the school district are unknown. In other communities, school buildings have been designated as historic sites of significance to the community. It is possible that some of the school districts facilities could meet the federal guidelines for historic sites. However, until such designations were actually made, these policies would not seem to apply.

Energy

Generally this section of the plan does not directly impact on the school district, although most of the goals and policies could potentially impact. Comments are not made specifically on these policies since the potential impact is sufficiently diffuse to place most of such comments into the area of pure speculation. One of the concrete commitments made in this section is to a comprehensive study of energy use and to the development of an energy management plan. The school districts should be heavily involved and interested in participating in such a plan. The district is already involved in ongoing study of its own energy use and of conservation techniques. School curriculum efforts have focused on energy related topics. There appears to be both interest and sufficient creative resources within the school district staffs to become involved at many levels.

13. Over 75% of the total energy utilized by metropolitan area industry is consumed by the three industrial categories of metal manufacturing, chemical manufacturing, and the paper industry.

14. School buildings use over half of the energy consumed by the metropolitan area government sector, but less than two percent of the total energy consumed in the metropolitan area.

15. Transportation and space heating consume the largest proportion of energy used in the commercial sector.

Goal

1. Maximize the conservation and efficient utilization of all types of energy.

2. Develop environmentally acceptable energy resource alternatives.

Objectives

1. Utilize cost-effective energy conservation techniques as determined by methods which consider initial operating, replacement and decommissioning costs of facilities - in other words, life cycle costs.

2. Maintain options for the potential use of energy conservation methods, such as increased building weatherization and some forms of public transit, that are not cost effective at the present time.

3. Minimize negative environmental effects associated with energy production and use, and encourage the utilization of energy sources having the least negative environmental impact.

4. Encourage the utilization of renewable energy sources in order to conserve nonrenewable energy resources.

5. Promote the recovery and reuse of nonrenewable resources, such as metals, as an energy conservation measure.

6. Facilitate the permanent use of solar energy and other decentralized energy sources to displace centralized energy supplies and diversify energy production.

7. Continue and intensify efforts to allocate land uses in a manner that creates a compact growth form for the metropolitan area.

8. Promote policies that minimize the energy consumed for heating, cooling, lighting, applicance use, and other processes in commercial, industrial, and residential buildings.

Page III-J-5

Comments

Finding 14

This statistic shows that school buildings are a major user of energy. This finding does not seem to be followed with goals, objectives or policies which specifically impact on schools. However, support for renewed study of the energy use of the school district could be garnered from this finding.

Citizen Involvement

This section recognizes the heavy involvement of citizens in planning issues in this community. The policies contained herein primarily recognize the nature of this involvement and designate the specific responsibilities of the metropolitan-wide citizen planning advisory committee (MAPAC). There does not appear to be any major impact on the school district in this section.

Chapter IV

Plan Review, Amendment and Refinement

These four pages describe how frequently the plan is to be reviewed, and how the plan can be amended. The reader is referred in the text to Chapter II for the refinement process. Basically the plan is scheduled for review every five years with a single review midway between updates. The amendment procedure is standardized in this update, to be a process in which each local government can initiate an amendment, but each of the other two governing bodies has the right of review. An agreed upon procedure would then resolve any conflicts between governing bodies.

Should the district seek to amend the plan, the procedure for amending the plan would probably have to be followed as outlined. However, the plan has not yet been adopted and changes would presumable be easier to accomplish prior to adoption rather than after adoption.

Summary

By this point, the careful reader of this document would agree that the impacts of this plan on the school district are indeed far-ranging. The plan generally provides a new level of support for the school district in some of the difficult issues that it faces. It is also clear that the plan creates some specific concerns for potential and actual conflicts of authority. These need to be clarified. It is probably better to attend to these issues before the plan is adopted. Each of these issues is summarized again here.

Issue #1

The first issue which should be resulted is contained in Chapter II, fundamental principles. Recommended Policy 2 (Page II-B-3 in the plan text) creates a conflict of authority by mandating that "control of" major public investments be both planned and coordinated on a metropolitan-wide basis. Since the actual control over major public investments does not reside in one authority, this statement catches the school district in the middle. The statutory right of the school board to locate schools is abrogated. The school district again needs to reinforce the point and re-propose the wording which gained acceptance from the metro update staff.

Issue #2

There are findings in the public utilities, services and facilities section which are unsubstantiated in fact, and which do not make a clear distinction between community and elementary schools. These two findings do open the question of whether in the absence of a clear district policy on the provision of neighborhood schools, this plan can mandate a policy to the school district based on citizen perceptions of past practice. This issue may ultimately be resolved by resolving the relative legal standing of statutory given authority and the standing of this plan as per Issue #1. Without resorting to legal solutions, it may be possible for the school district to amiably resolve the concerns and come to a wording more acceptable to the district.

RESOLUTION

RESOLVED, That the position of School District No. 4J, Lane County, with regard to the Metro Area General Plan and future development in the Eugene School District is:

School District 4J supports wholeheartedly the current efforts of the MAPAC, MPPC and Metro Plan staff in developing the Metro Plan.

School District 4J believes that continued and improved sharing of school district and planning staff data and expertise is a basic requirement for better understanding of the impacts on growth on the School District, the City of Eugene, the City of Springfield and Lane County.

School District 4J believes cooperative planning between all School Districts in the metropolitan area and the cities and county is the best vehicle for addressing the interrelationship of educational and development issues.

School District 4J supports, as stated in the Metropolitan General Plan (Draft) the use of higher densities and infilling to develop compact urban growth.

School District 4J supports, as stated in the Metropolitan Area General Plan (Draft) the inclusion of schools as a part of the minimum level of key urban facilities and services.

School District 4J supports the control of the location, timing and financing of major public investments through a required capital improvements phasing plan.

School District 4J supports the use of procedures which will help in the construction of schools with the assistance of developers through such methods as user charges, systems development taxes, land donations or payment of fees in lieu of land donations.

School District 4J, in addition to a capital improvement phasing plan, supports the development of a geographic phasing plan--especially on the western fringes of the school district--to provide adequate time for the planning of educational services throughout the metropolitan area.

School District 4J requests and strongly urges the Planning Commission to initiate a study, to be completed no later than the mid-way plan review ($2\frac{1}{2}$ years from now), to assess the cumulative costs to the metro area taxpayer, of the different development scenarios. That is, what will the local citizen pay as taxes--both local government and special district taxes--if one area is chosen over another for development. School District 4J also requests that the results of this study be included as a finding in the next plan update.

School District 4J requests that the School District be invited to participate fully in planning for the redevelopment of central urban Eugene through the refinement process.

School District 4J supports the development of River Road and Santa Clara to full urban densities as a means of fairly distributing growth.

School District 4J supports, as stated in the Metro Area General Plan (Draft), the development of the least valuable agricultural lands before more valuable agricultural lands are built upon.

Dated this 16th day of April, 1980.

SCHOOL DISTRICT NO. 4J, LANE COUNTY, ORE.

By: Donna Kernutt, Chairperson
L. T. Dorland, District Clerk